

State of California
Governor's Office of Planning & Research

LAFCO Service Review
Guidelines


Round One Outreach Meetings Report

March-April 2001

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LAFCO Service Review Guidelines

Round-One Outreach Meeting Report



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OVERVIEW OF MEETINGS

The Governor's Office of Planning and Research initiated a series of outreach meetings to gather information and input for determining the issues for the LAFCO service review guidelines. Meetings were held in Sacramento on March 27, 2001 (2 sessions), Fresno on April 5, 2001 (2 sessions), and in Orange County on April 23, 2001 (1 large session). A total of 68 participants attended the sessions.

Information was collected via an electronic meeting system and group discussion. This report provides the information from the five meeting sessions. The agenda for the Orange County meeting was modified based on input from the Sacramento and Fresno sessions and therefore the Orange County results are presented first, followed by the combined results from Sacramento and Fresno sessions that followed a similar initial agenda. The appendices provide the meeting evaluations and a partial list of participants and spheres of influence updates.

ORANGE COUNTY MEETING RESULTS

Brainstorming Agenda Used in Orange

The following agenda was used in the Orange County Meeting. The participant information and meeting results follow the same format of the agenda.

Introductions and Overview

- Welcome and Meeting Purpose
- Introductions and Participant Registration
- Project overview and schedule

Input by Participants

- Issues, obstacles and special cases of concern that should be considered during guidelines development?
- What should ideal service review guidelines contain? (Format, content, type of information, level of detail, recommendations)
- What does the term "management efficiencies" mean in your organization? What could be accomplished through an evaluation of a service provider's "management efficiencies"?
- How should the term "municipal services" be defined?

Discussion, Evaluation and Comment

- What services may be subject to service reviews?
- Please add any services that you feel have been omitted and should be on the list.
- Review the list and place each service into one of the categories listed below
Participants will electronically choose from:

- Substantial technical and expert service review guidance needed
- Complete service review but in broader terms
- Cursory service review and/or low priority for review
- Does not need to be reviewed
- Does not apply in our setting with comment on your locations and why it does not apply

Small Teams

- What steps would ideally be taken to accomplish a service review of a specific municipal service?

Individual Participant Evaluation and Comment

- Who should compile the information to be used in evaluations?
Participants will choose the strategy that best fits your perspective. Please feel free to comment on the reasons for your selection.
 - LAFCOs in-house
 - LAFCOs either in-house or using a consultant under the direction of LAFCO
 - Service providers compile information, in the form requested by LAFCO, and provide to LAFCO for review and approval;
 - Compilation process should be optional, decided by each LAFCO and included in written procedures
 - (added, as option 5, option 2 plus “under direction of service providers,” and took a second vote)
- When was your organization's Sphere of Influence last updated/amended (if applicable)? LAFCOs may add for agencies not present.

Wrap-up and Final Comments

- Meeting Evaluation
- Thank You for Attending this Workshop

Issues, Obstacles and Concerns

Participants entered their Issues, obstacles and special cases of concern that should be considered during guidelines development. A brief discussion of issues followed data entry. Participants felt that there were some issues that appeared to be common to the group. They were the need to:

- Address unincorporated islands when conducting service reviews
- Develop strategies for collaboration, building consensus and bringing agencies and others to the table or otherwise gaining their involvement and their information;
- Provide for flexibility in conducting service reviews because different regions and communities have different circumstances and conditions; and

- Address concerns about LAFCO staffing in terms of funding and availability to work on service reviews.

Areas in conflict stemmed from the desire for concrete solutions and detail yet flexibility and self-determination. Following are all the items that were entered as issues, obstacles and concerns.

1. Enterprise and non-enterprise services may require different types of analysis
2. Reluctance of special district to provide information (especially when subject to dissolution).
3. What should we do about county islands inhabited by residents who want the free ride and do not want to annex to local city? Need system where local residents may not have say in who is the service provider
4. Disagreement or confusion about the intent and scope of the guidelines (e.g., Agency-by-agency review vs. Regional service-by-service review).
5. Loss of revenue from the ERAF property tax shift
6. For small cities, need to understand most have small number of staff members who can spend time on annexation items.
7. Will the guidelines ever be updated, if so, how often?
8. Small districts, which do not have the expertise to provide the information, requested of them and large districts which will inundate the office with information.
9. Reporting requirements: for similar data, consider copying reports provided to other agencies
10. Infrastructure intensive services may have different needs assessments vs. service intensive services
11. Determining who should be responsible for providing information.
12. How to ascertain accuracy of information.
13. The choice of consultants for assistance, and who will pay for these costs.
14. Key concern is limited funding and staffing at LAFCO.
15. The counties often encourage urban sprawl outside incorporated cities for tax incentives. The new guidelines should somehow minimize this problem.
16. Lack of revenue that results in failure to repair roads curbs, gutters, storm drains
17. How do you hold entities responsible for providing the service they say they can.
18. How will service level reviews interplay with county islands that the county may be reluctant to give up?
19. Need to make sure that an economic advantage exists for cities to annex county islands, i.e., Property tax exchange, infrastructure improvements, etc.
20. Differences in the manner that budgets are prepared make analysis difficult - apples and oranges dilemma
21. Ratepayers and taxpayers should be the main priority.
22. Some agencies will resist participating and investing their limited resources in service studies.
23. Whether special districts have accurate information to convey.
24. Concern over adjacent counties with jurisdictional boundaries that don't match logical geographic boundaries (separation by major ridgelines for example), where most logical municipal service provides might be in a different county.

25. Guidelines should be easy step-by-step instructions.
26. How to bring all of the players to the table for a collaborative and cooperative process. What stakes does an agency have in the service review?
27. Who will provide funding and personnel to gather information.
28. How would large studies of all similar agencies (i.e. All water) be addressed with small LAFCO staffs and abilities?
29. Engaging cities to participate in an analysis beyond their borders - may be difficult
30. Definition of rate restructuring not clear.
31. How will they affect special reorganizations?
32. Do administrators at all special districts understand where LAFCO fits in the picture.
33. Developments approved by a city, without confirming with special district that basic utilities can be provided (master planning of resources).
34. The guidelines should also be more user friendly (they are somewhere between the map act and the CEQA guidelines in being user friendly (map act being the worst and CEQA guidelines being the best).
35. Electeds rarely want to give up their kingdom
36. Do administrators realize lace's role?
37. How will they affect the dialog between cities, counties and residents in annexations?
38. Balancing the service reviews with competing or conflicting studies prepared by the affected agencies themselves, particularly when 2 agencies initiate a consolidation by joint application/similar resolutions.
39. Management efficiencies--can mean different things in different counties--differences in size of LAFCO cause need for flexibility in guidelines
40. How can LAFCO ensure that developers of property in county unincorporated areas that is immediately adjacent to a city (in its SOI) do not create a de facto "county island" simply because they do not wish to process their project through the city?
41. Guidelines should be flexible enough to account for differing local circumstances
42. Need it easier for cities to annex county islands even with property owner protest. Cities will not attempt annexations if they know protest exists.
43. Clarification of any and all notification requirements.
44. Clarify impact of service reviews on LAFCOs 5-year review of SOI's.
45. The counties tend to have too much influence on the lace's decisions.
46. How can the guidelines control errant executive officers?
47. Will there be a process for affected agencies to review the service reviews prior to their completion and to comment? Will LAFCOs be required to address these?
48. Will there be a process for disputing the results?
49. LAFCO could help to smooth annexation processes by coordinating among all of the different jurisdictions, for example, cities may have different interests than water or sanitation districts.
50. All reviews need to reveal how the current inequity in allocation of property tax will impact reorganizations
51. Issues related to overlapping city/special district spheres

Ideal Service Review Guidelines

Participants entered their response to the question, "What should ideal service review guidelines contain?" (Format, content, type of information, level of detail, recommendations)

The group agreed that they needed to be user friendly, provide some examples and give clear definitions. The group saw conflict in the desire for a cookbook approach versus wide latitude in application. Following are all the items that were entered.

1. Index
2. Have computerized program to help with fiscal analysis
3. User friendly language-minimal legalese
4. Fill in the blanks.
5. Have index, which is cross-referenced
6. Step by set process
7. Glossary
8. Clear definitions of all terms
9. Use the CEQA guidelines as a model.
10. Guidelines should contain detailed definitions of statutory terminology
11. Clear identification of lead agencies, positions
12. Financial effects on every agency involved, including cities, districts, county, rate and property tax payers.
13. Clear definition of units requested
14. Clear goals
15. Should provide a format, like an initial study, to address the issues, identifying source documents, etc.
16. "yes" or "no" answers
17. Clear restrictions on LAFCO authority
18. Ability to have options to respond to local conditions
19. Guidelines for early inter-jurisdictional consultation
20. Guidelines to be plain language, easily understood, and user friendly.
21. Comprehensive index
22. Name and phone number of contact person and/or of who completed the document.
23. Guidelines should be "permissive" to allow LAFCO to function "based on local conditions and circumstances."
24. Should be provided in a manner so that it can be reproduced easily and provided to participants, a how to guide or service reviews for dummies concept.
25. Computerized format, which can be downloaded
26. Economies of scale analysis, who can do the job more efficiently.
27. Where information was obtained.
28. Include table of contents and subject index. Perhaps have a site map like they do on web sites.
29. Consistent format - to allow universal consistency, similar to initial study format.
30. Should require a detailed analysis of each determination to be compiled in a final report
31. Limitations on the burden of the study on local agencies

32. Introduction and explanation of why this exercise is being undertaken.
33. References to databases of relevant information
34. Should provide some guidance for public process - hearing notices, workshops, etc
35. Standardized formulas for fiscal analysis or service level quantification.
36. Should attempt to address all of the typical areas of concern based on the type of annexation. A section that deals with county islands, a section for city incorporations etc.
37. Definition of how to set or determine level of service to establish what efficiency means
38. Provide a detailed description of why this was begun, and explanation of what the legislator expected to come out of this information gathering process.
39. A dictionary of terminology
40. List of resources available statewide
41. What the service review will be used for
42. Guidelines should provide a level of direction somewhere between a step-by-step how to manual (easy to understand, but inflexible to local circumstances) and current sphere determinations (totally amorphous blather).
43. Should require the analysis and data be made transparent - or available to all during the study
44. Format to be hierarchical. Delineate priorities to help resolve competing interests.
45. A list of all of the agencies that are being asked to respond along with contact information to avoid duplication of effort.
46. Questions should be specific and contain examples.
47. A detailed list of assumptions used in the analysis.
48. A process for obtaining immediate clarification from OPR
49. Guidelines should only deal with those issues that are of a critical nature so as to minimize the amount of staff time required to complete the document.
50. The guidelines should have specific standards as opposed to just suggestions and recommendations.
51. Establish process for service reviews-- recommend way they should be done and allow guidelines to be varied
52. When (date) the information was gathered (how current is it).
53. Language level should allow public to understand
54. Process for community input
55. Glossary
56. Fill-in-the-blank type structure to insure consistency of required basic data.
57. Consideration should be given to including examples of "completed" service reviews that consider a number of issues relevant to counties throughout California.
58. Are guidelines permissive or mandatory
59. Since they are statewide, guidelines should be flexible and adaptable.
60. Should contain sample/suggestions of data needed for differing types of service, e.g.. water fire, wastewater, trash service police, paramedic etc..

Management Efficiencies

Participants responded to the question, "What does the term "management efficiencies" mean in your organization? What could be accomplished through an evaluation of a service provider's "management efficiencies?"

The group generally agreed that the definition of the term included the following components or should be examined in light of the following information:

- Comparison of cost and services both internal and external to determine with the most efficient getting the most done with at the lowest cost. This includes an examination of service levels in relation to budget, costs, and number of employees;
- To determine management efficiency, organizational structure needed to be evaluated;
- When evaluating or comparing service levels, industry standards should be factored into a determination of effectiveness or efficiency of service. Is the service provider meeting or exceeding acceptable and industry standards for cost of service to its constituency? What are those standards specific to the particular service?
- An efficient organization has the ability to provide service in the future. The reviewer must ask if they have the capacity for planned and unplanned growth;
- An efficient organization has the resources (fiscal, manpower, equipment) available to handle area needs;
- An efficient organization has healthy or adequate reserve accounts and can "squirrel" away money.

The group felt comfortable with the conclusion that a positive outcome of an evaluation of management efficiency could result in: elimination of duplicative efforts, rate restructuring, and reorganizations where needed.

Following are all the items that were entered.

1. Comparison of cost per unit of service
2. The biggest bang for the buck.
3. Comparison of overhead costs
4. Clear definition of goals and objectives
5. Not re-inventing the wheel
6. Number of employees
7. Management compliance with city/district laws and LAFCO requirements.
8. Costs of service delivery per unit
9. In our city, it means finding a municipal service niche and then actively marketing to provide it to other cities.
10. Examine service levels in relation to budget, costs, and number of employees
11. Response times to routine items
12. The exploration of the management structure
13. Fiscal responsibility.
14. Ability to handle emergencies

15. On a per capita basis, the greatest output resulting from the smallest of input.
16. Accomplishments could include ability to compare the way, manner of an agency's ability to provide service or their cost of providing service
17. Management efficiencies is what each agency wishes to define it as. I would think that if an organization claims that they can provide a particular service, they should be held to that.
18. If a review of management structure points toward consolidation, can be used to justify proposal.
19. Management competence; activity of district boards of directors.
20. May not work when doing city sphere as opposed to district sphere
21. Quality of service provided per dollar
22. An evaluation could show that a given service provider was not the most efficient. Could lead to consolidation of service providers or shared provision of services.
23. Percentage of costs associated with administration, board of directors, council, etc.
24. Where do profits go? Does agency have profits?
25. ????? I do not know, but when it is defined, have this defined under "definitions" within the new guidelines.
26. Is the service provider meeting or exceeding acceptable and industry standards for cost of service to its constituency? What are those standards specific to the particular service?
27. Can the agency take on any additional territory without increasing management costs.
28. An analysis of "management efficiencies" would reveal if a reorganization would reduce management layers/costs/redundancies
29. Should include agency's ability to provide service in future--do they have the capacity for planned and unplanned growth
30. Comparison of labor hours and costs to provide service.
31. Resources (fiscal, manpower, equipment) available to handle area needs.
32. An evaluation could result in: elimination of duplicative efforts, rate restructuring, and reorganizations.
33. Sets realistic work programs
34. Management efficiencies - how many competent staff support a LAFCO, what is their workload, and how effectively does the LAFCO Executive Officer manage his/her staff?
35. How does an entity operate? -- may not be apparent in small districts; while in large districts or cities can be easily ascertained.
36. Evaluation of service provider efficiencies will not accomplish much unless comparable jurisdictions are reviewed. This may not be possible in a service level review.
37. Look at reserve accounts and ways agencies can "squirrel" away money
38. Cost of boards and stipends received per year
39. Should be like an Request for Proposal, what the cost is to provide that service, that group which can provide the service at the least cost gets deemed "management efficient".

40. This means getting the most done while spending the least money possible. If this could be quantified it would reveal something about whom or what are the most cost-effective operations.
41. Levels of employees
42. If service provider appears to "waste resources" it could be subject to dissolution or consolidation.
43. Management efficiency review will only be as good as the LAFCO executive officer and their political agenda. (a scary thought)
44. Comparison of pension plans for employees
45. Operate more like a private company, make better use of limited resources.
46. Opportunities for privatization
47. Are managers subject to a review or evaluation of accountability?
48. Whether services provided by one agency could be more efficiently (cheaper) provided by another agency. "management" does not necessarily refer to managing personnel--but to organizational structure.
49. Exploration of economies of scale should provide opportunities for increased consolidated efficiencies. The result should be in terms of lower cost, cost avoidance, heightened management practices commensurate with industry leaders (use of technology etc).
50. Means of reporting problems
51. Ability to multi-task resources.

Municipal Services

Participants responded to the question "How should the term "municipal services" be defined?"

The common theme of self or local determination of what constitutes a municipal service emerged. Definitions that the group felt were most applicable included:

- What cities and others decide they should be;
- Any service authorized to be provided by a city or a special district that is subject to LAFCO and for which LAFCO must adopt a sphere of influence;
- The full range of services that an agency provides or is authorized to provide; and
- Things taxpayers love to complain about.

There were strong objections to the inclusion of private provided services such as Covenants, Conditions and Restrictions. (Author's note: these services are sometimes public provided in some counties.)

Following are all the items that were entered.

1. Any way a City legislative body chooses to define it
2. Everything that's not regional services

3. Only God knows
4. Police, fire, ambulance, trash, water, sewer
5. Relate to density
6. Public investment for community benefit
7. Those services that are necessary for residents to function.
8. The full range of services that an agency provides or is authorized to provide.
9. Municipal service = urban service = whatever a city or county decides
10. Those services that will be the least publicly controversial and generate the most sales tax revenues.
11. Things taxpayers love to complain about
12. Infrastructure needed to support urban/suburban/rural life.
13. Comparison of urban levels with other parts of California
14. Everything except National Defense
15. Services that are necessary to inhabit an "urban" area.
16. Those services that are required by the Uniform Building Code for health and safety purposes.
17. Infrastructure necessary to sustain residences and employment.
18. Anything necessary for modern life, that is not generally provided by a private company.
19. Any service authorized to be provided by a city or a special district that is subject to LAFCO and for which LAFCO must adopt a sphere of influence.
20. All services at any level provided by a City
21. Self=definition by community
22. "Municipal Services" means basic services to operate a city that include, but are not limited to police, fire, utilities, parks, safety, administration, etc.
23. Services that constitute a "public good" and are best provided at the local level.
24. Paying the government to provide goods and services that people demand.
25. Services should include gas and electricity (can't do any worse)
26. Public amenities in order for community to a) survive, and b) provide quality of life
27. Public services, where areas developed to a certain density, and public must rely on. Without this set of services, density would be impossible.
28. Everything including National Defense
29. Any service that is provided or can be provided by a city or special district subject to LAFCOs.
30. Best defined by needs and input of community, not by agencies; include process for allowing jurisdictions to define own municipal services
31. Municipal Defense
32. Define the goal of your Agency and then define the services necessary to reach that objective.
33. Services at a level that would not be detrimental to one's health and well being.
34. Services that must be universally provided (and paid for) no free ridership
35. Depends on community
36. Municipal services are those, which the residents would start a recall over if they had to live without that service

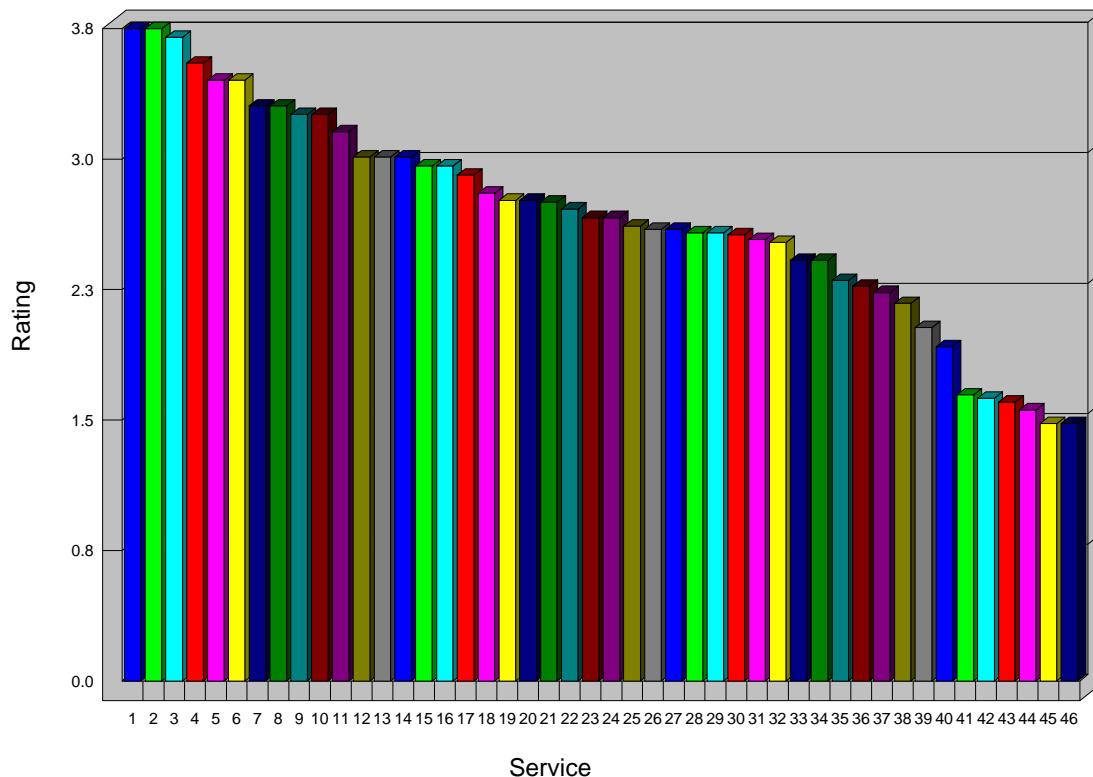
Services and Levels of Review Needed

Participants reviewed a list of services that may be subject to review and added additional services. They were then asked to place each service into one of the categories listed below with the following values.

- 4 = Substantial technical and expert service review guidance needed
- 3 = Complete service review but in broader terms
- 2 = Cursory service review and/or low priority for review
- 1 = Does not need to be reviewed
- A = Does not apply in our setting with comment on your locations and why it does not apply (this rating was not calculated in the mean)

Following are the overall results for the 20 respondents participating in Orange. The graph below shows the mean or average rating for each item in the order presented on means and variability table. The higher the mean the greater the review needed and the lower the variability the more consensus around the mean. Items with a variability below 40% have a good consensus around the mean.

Extent of Review Needed



(20 responses)

Means and Variability Table - Orange Opinion of Services and Levels of Review Needed

# Item	Average Rating	Variability
1. Fire	3.8	33%
2. Sanitation/Sewer	3.8	33%
3. Potable Water	3.8	35%
4. Emergency/Ambulance/Paramedics	3.6	53%
5. Road Maintenance	3.5	49%
6. Security and Law Enforcement	3.5	53%
7. Parks and Recreation	3.4	52%
8. Reclaimed Water	3.4	52%
9. Solid Waste	3.3	66%
10. Storm Drainage	3.3	60%
11. Flood Control	3.2	65%
12. Ground Water Recharge Districts	3.1	55%
13. Septic System Maintenance	3.1	62%
14. Schools	3.1	69%
15. Irrigation Water	3.0	57%
16. Traffic Control	3.0	66%
17. Land Use Planning/Building Permits	2.9	73%
18. Building and Zoning Enforcement	2.8	78%
19. Electrical Production, Transmission or Distribution	2.8	65%
20. Library	2.8	68%
21. Transit and Para transit	2.8	55%
22. Reclamation (Land)	2.8	50%
23. Animal Control	2.7	56%
24. Open Space	2.7	76%
25. Street Lighting	2.6	67%
26. Airports	2.6	78%
27. Natural Gas Supply	2.6	72%
28. Resource (Soil) Conservation	2.6	45%
29. Geologic Hazard Abatement	2.6	63%
30. Mosquito Abatement and Vector Control	2.6	61%
31. Levee Maintenance	2.6	60%
32. Hospital	2.6	50%
33. Landscape Maintenance	2.5	49%
34. Telecommunication	2.5	71%
35. Harbors and Ports	2.3	70%
36. Cable TV	2.3	60%
37. Nuisance Abatement	2.3	77%
38. Cemetery	2.2	54%

39. Treasury Service	2.1	80%
40. City Clerk/Election/Records Management	1.9	76%
41. Snow Removal	1.7	56%
42. Legal Service (city services for misdemeanors)	1.6	60%
43. Public Art	1.6	39%
44. CC&R Enforcement	1.6	49%
45. Resort Improvement	1.5	41%
46. TV Translator Service	1.5	40%

Participant Comments

Participants made comments for further clarification. In certain instance participants commented on why they were assigning a certain value. Following are all the comments on the above services and review levels.

1 Emergency/Ambulance/Paramedics

- 3.0 Should focus on quality of care provided to patients at the incident, response times and distance to emergency hospitals

2 Flood Control

- 1.0 Should be done by the Army Corps of Engineers

3 Ground Water Recharge Districts

- A There are none in San Diego.

4 Septic System Maintenance

- A None in our jurisdiction

5 Street Lighting

- 2.0 Depends upon whether or not there is a street lighting assessment district in placed

6 Airports

- 1.0 Should be reviewed by Federal Government not the State
- A Airports is a regional, not municipal, service

7 Levee Maintenance

- A None in San Diego.

8 Hospital

- 3.0 Include private hospitals

9 Harbors and Ports

- 1.0 Natural competition, the source of revenues and legal restrictions ensure efficiency and effectiveness

10 Snow Removal

A Snow is not an issue in our jurisdiction

11 CC&R Enforcement

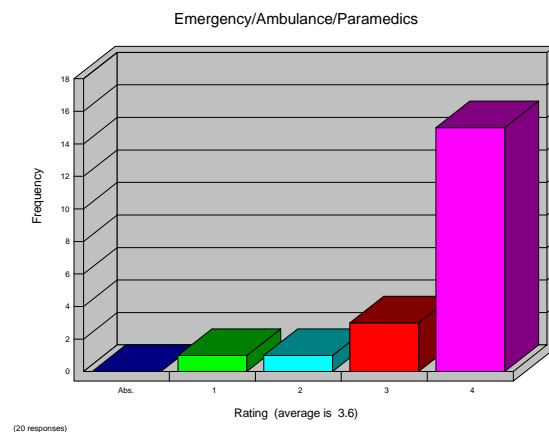
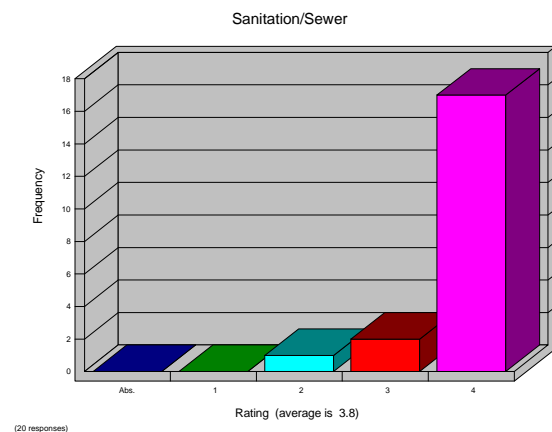
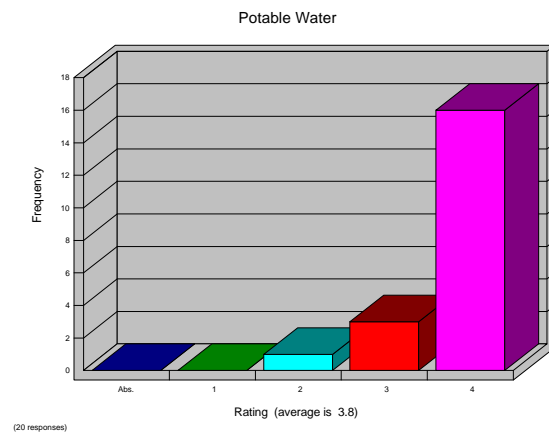
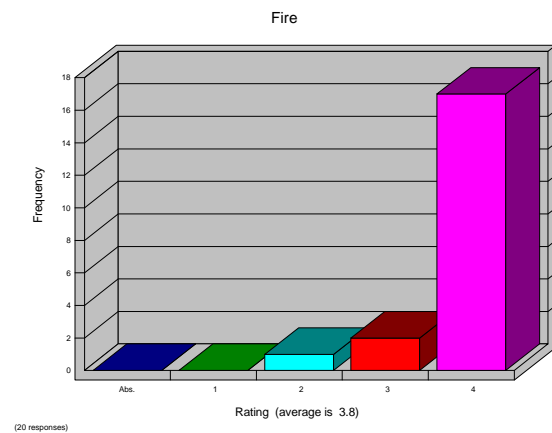
1.0 This is a homeowner's association responsibility but may need review by the building department for conflict with the local jurisdictions restrictions

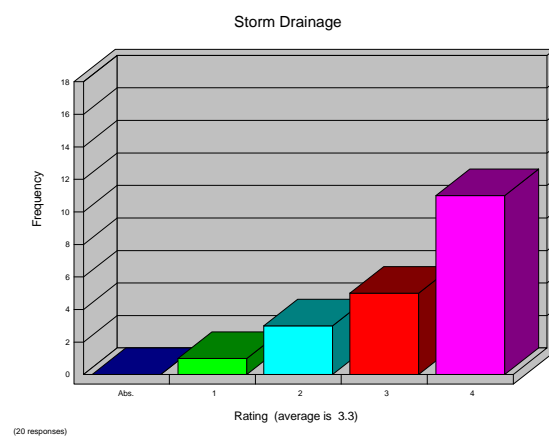
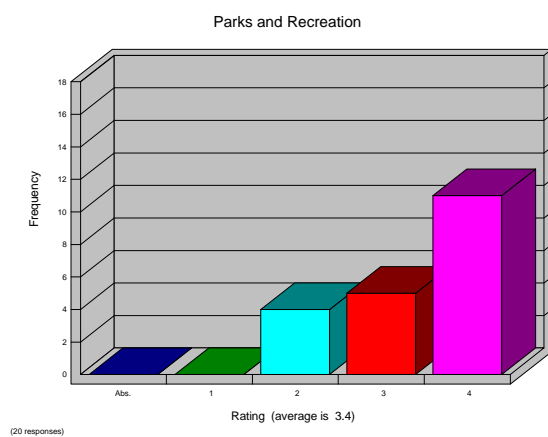
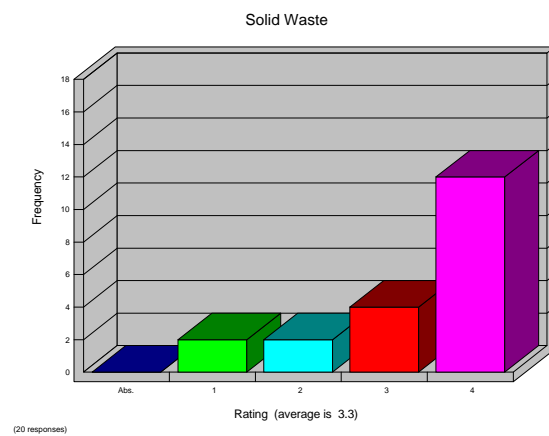
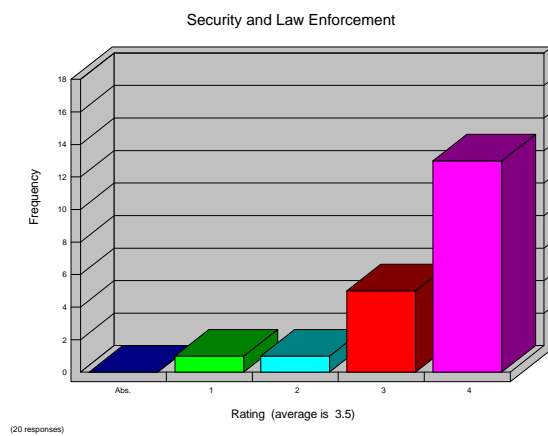
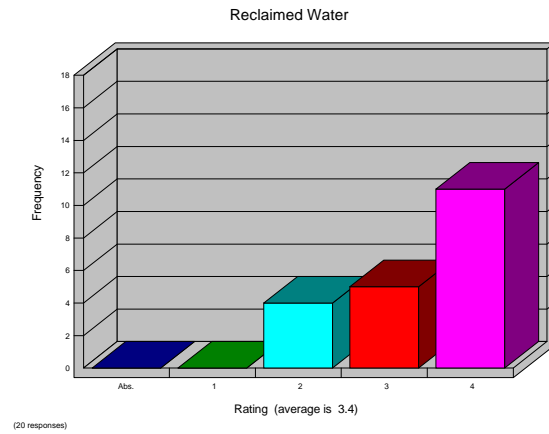
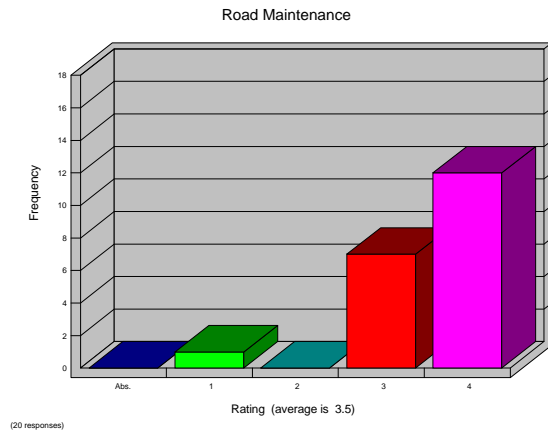
12 Resort Improvement

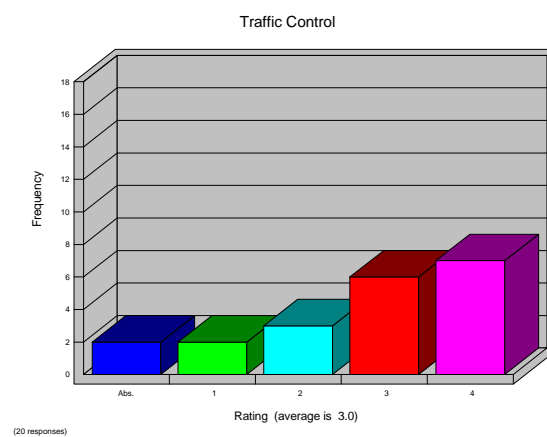
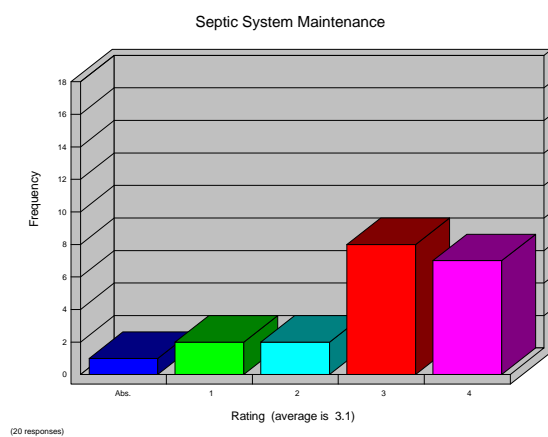
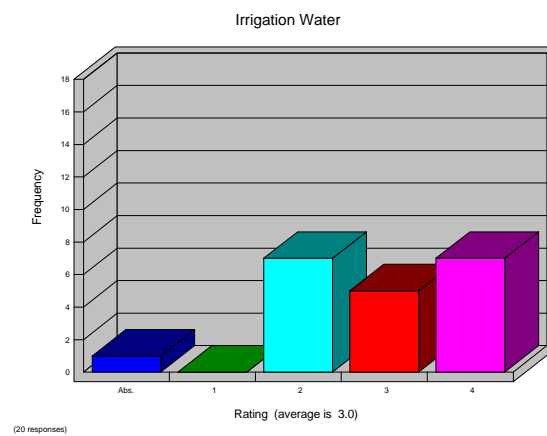
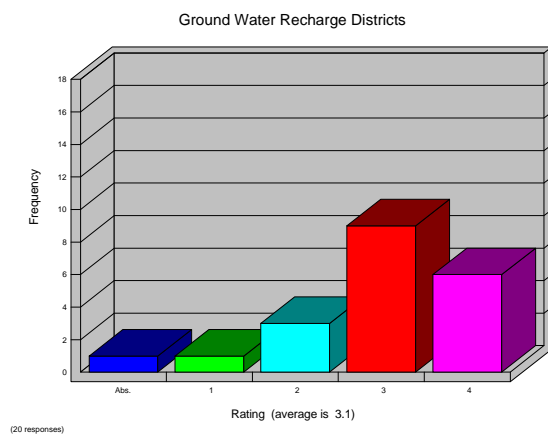
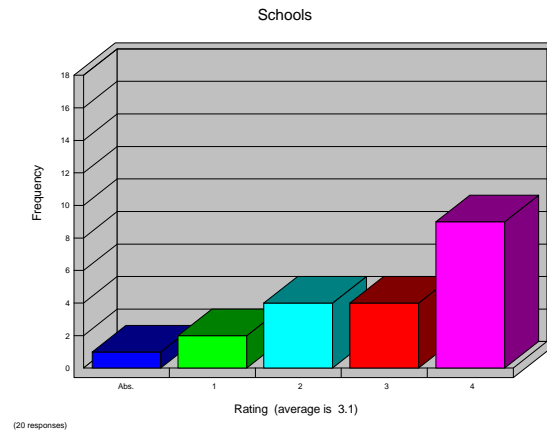
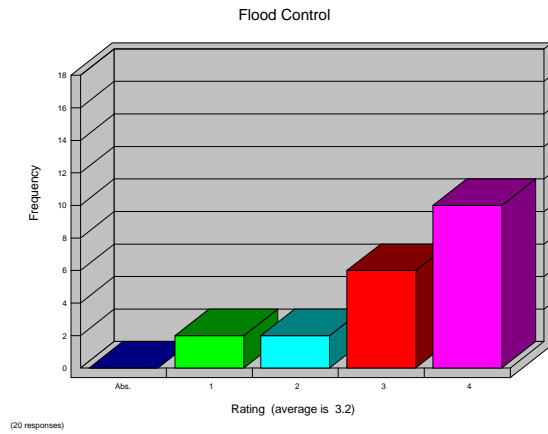
1.0 Private competition ensures effectiveness and efficiency

Distribution Graphs - - Orange Opinion of Services and Levels of Review Needed

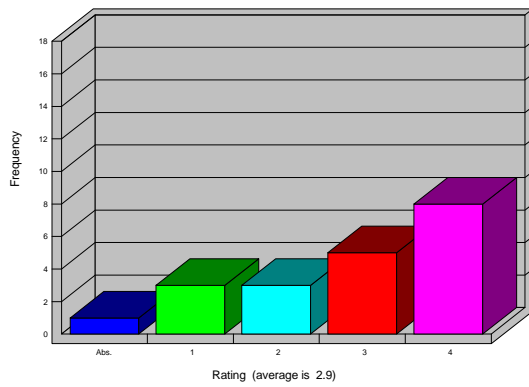
The following distribution graphs show the voting for the 20 respondents for each item in the order they appear on the means and variability table.





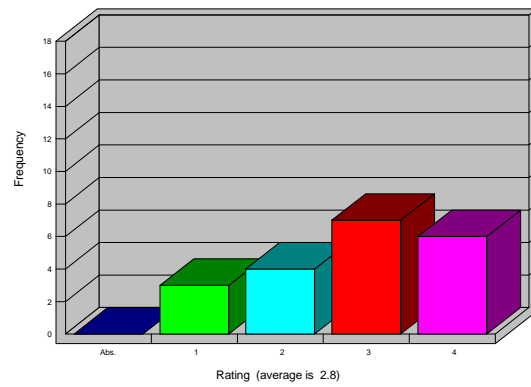


Land Use Planning/Building Permits



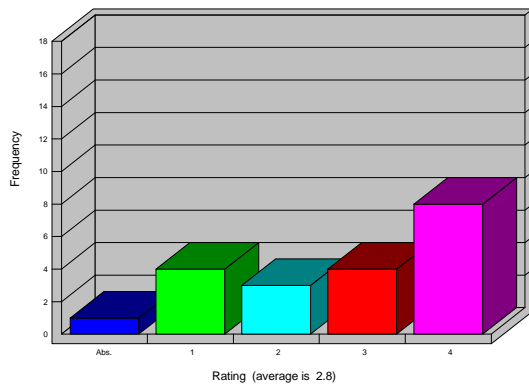
(20 responses)

Library



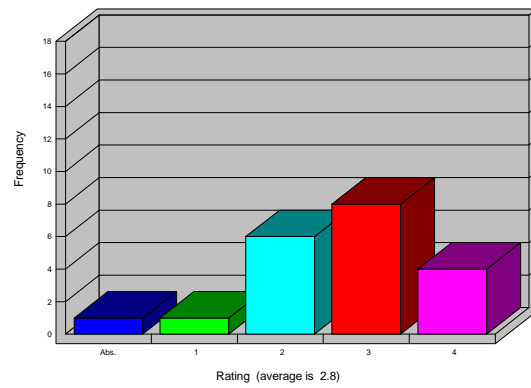
(20 responses)

Building and Zoning Enforcement



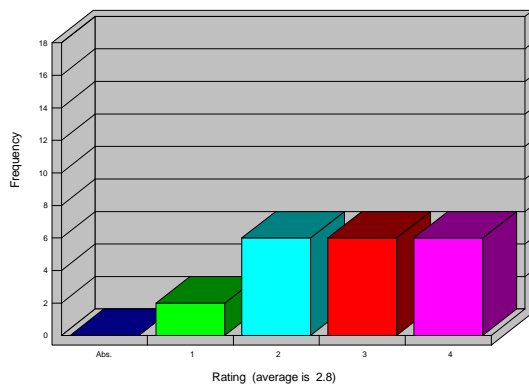
(20 responses)

Transit and Paratransit



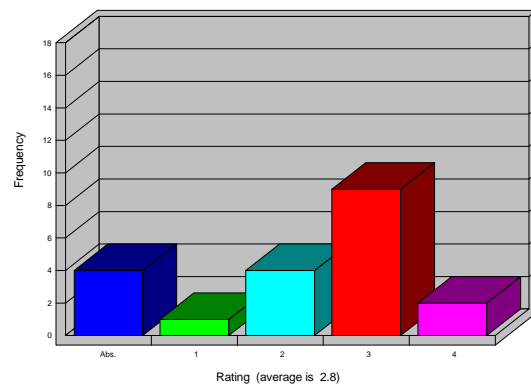
(20 responses)

Electrical Production, Transmission or Distribution

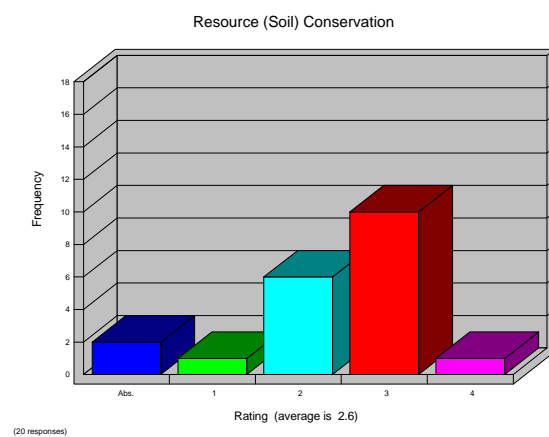
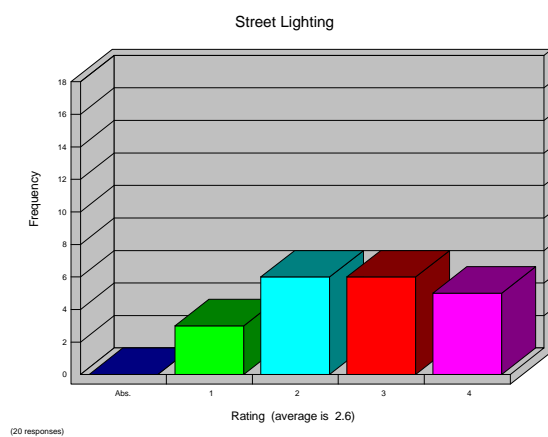
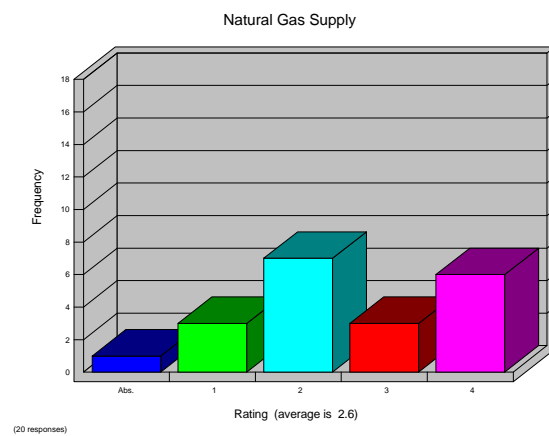
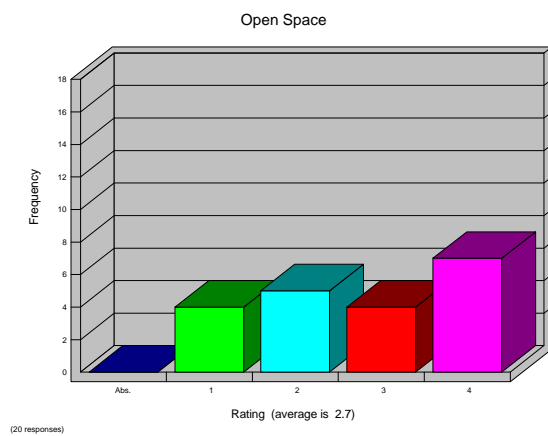
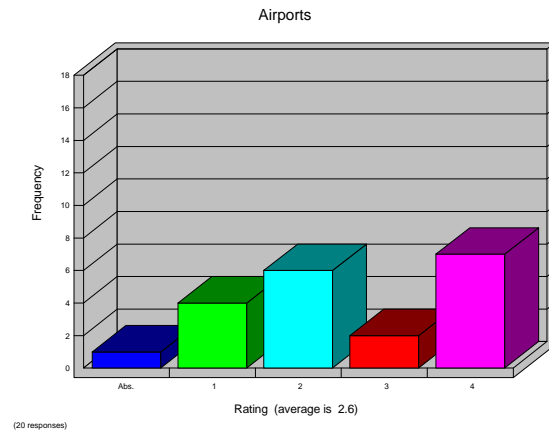
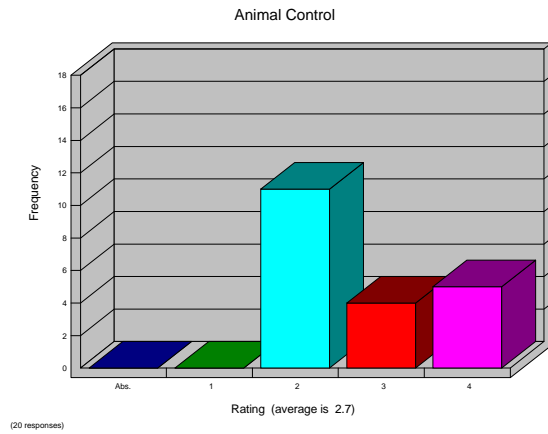


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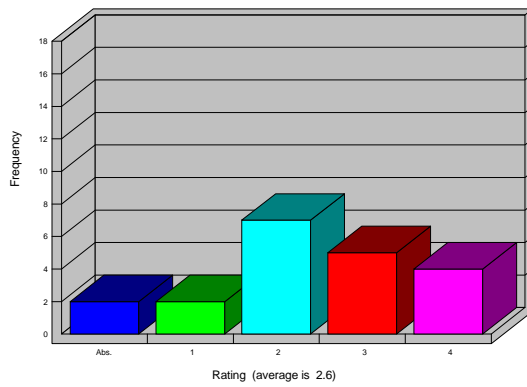
Reclamation (Land)



(20 responses)

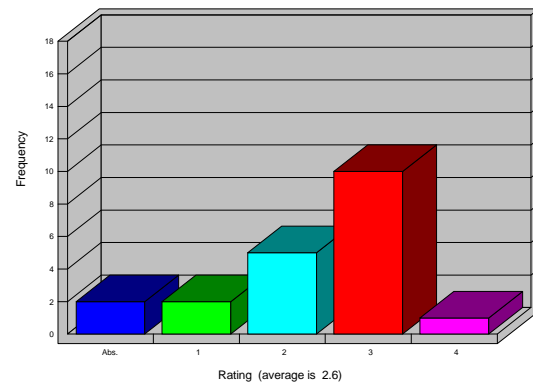


Geologic Hazard Abatement



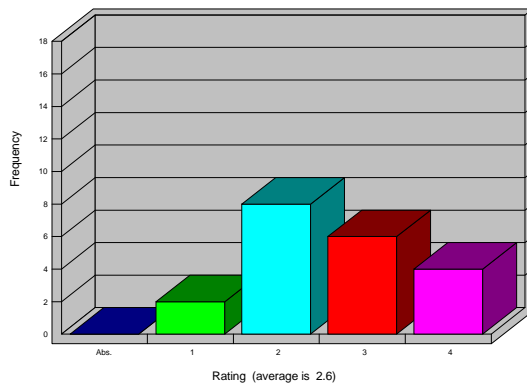
(20 responses)

Hospital



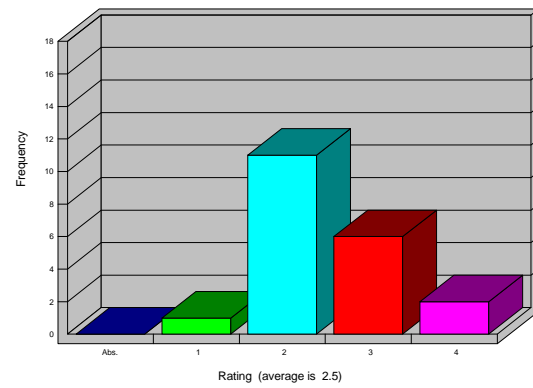
(20 responses)

Mosquito Abatement and Vector Control



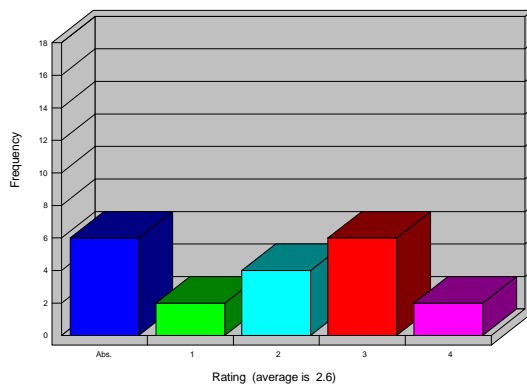
(20 responses)

Landscape Maintenance



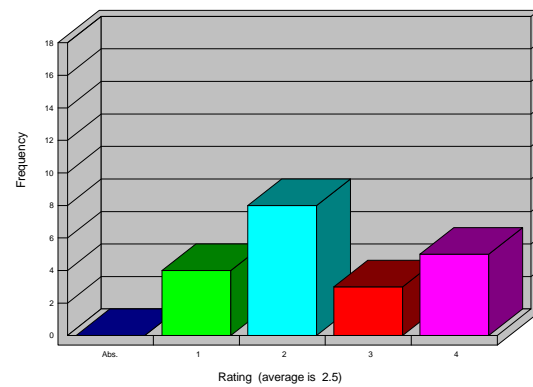
(20 responses)

Levee Maintenance

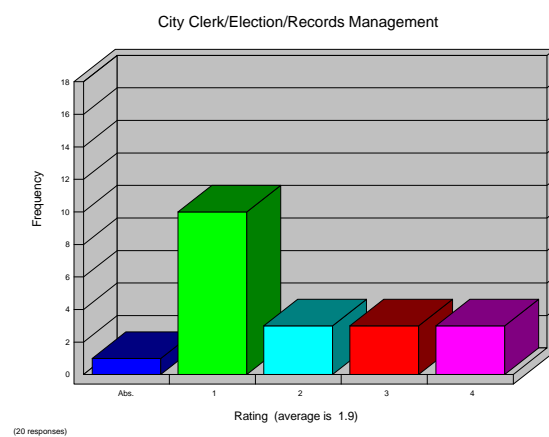
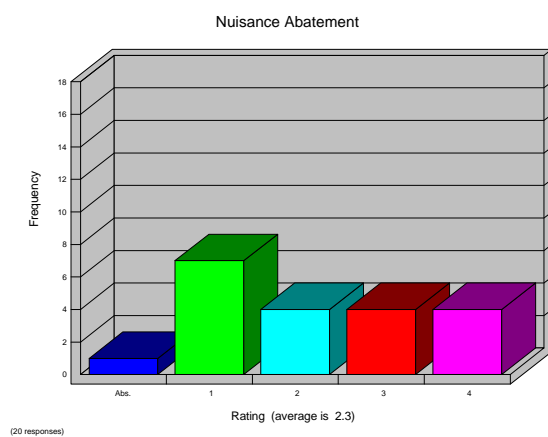
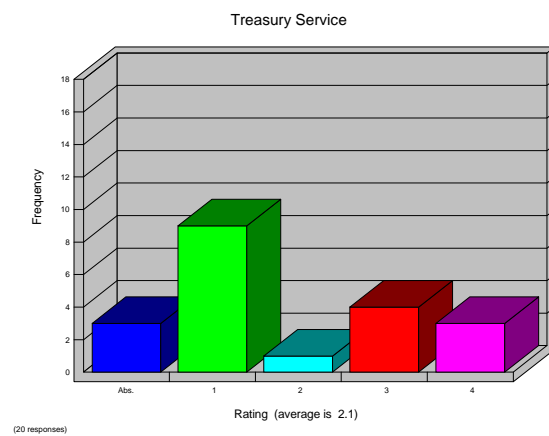
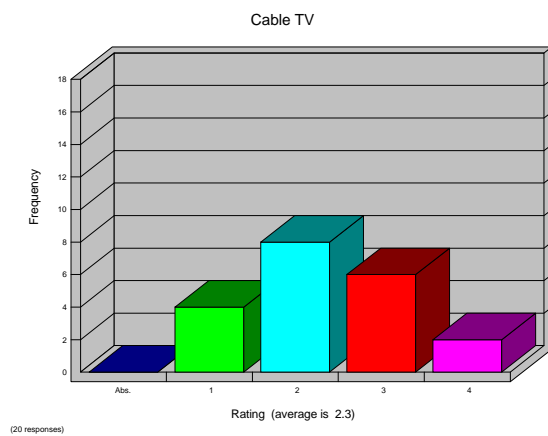
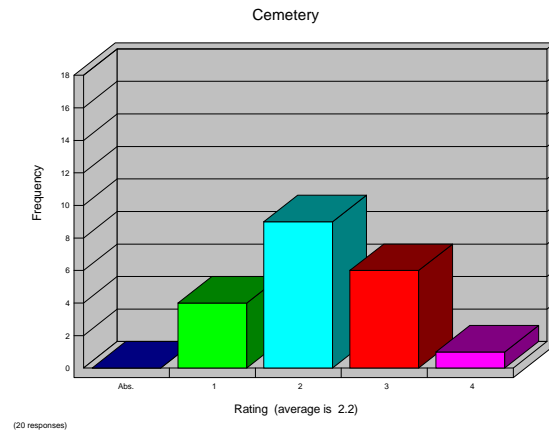
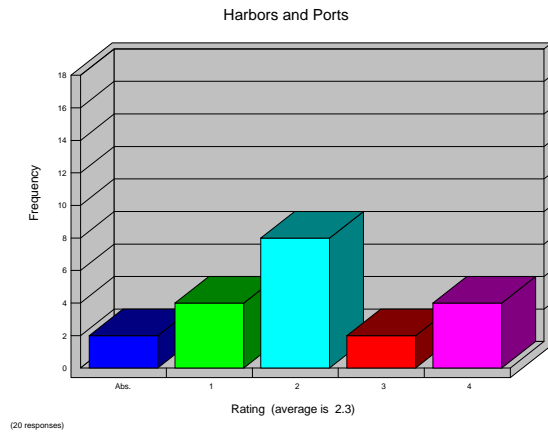


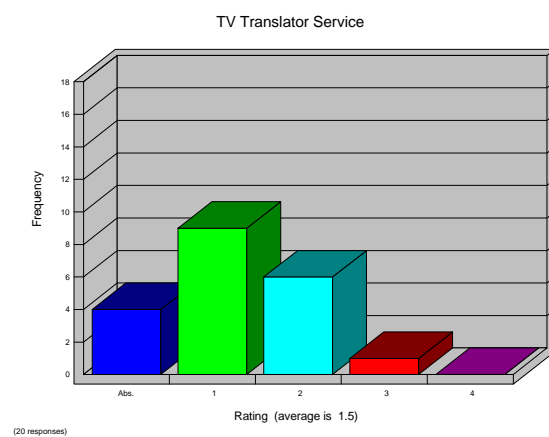
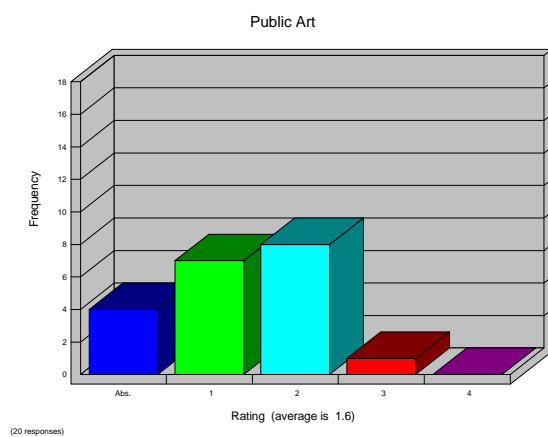
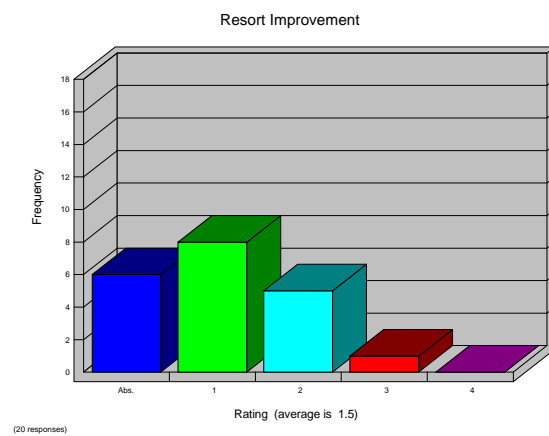
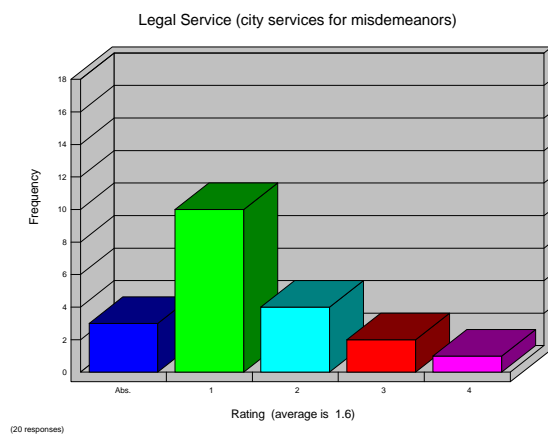
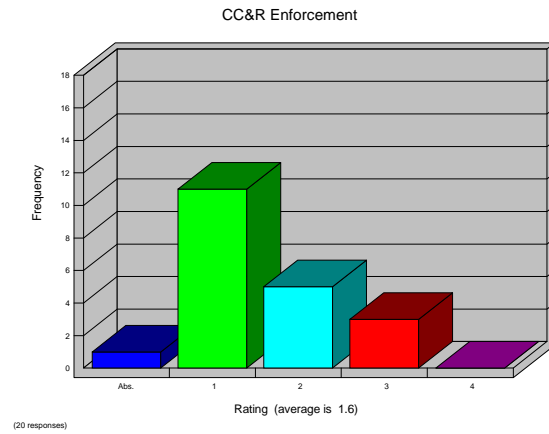
(20 responses)

Telecommunication



(20 responses)

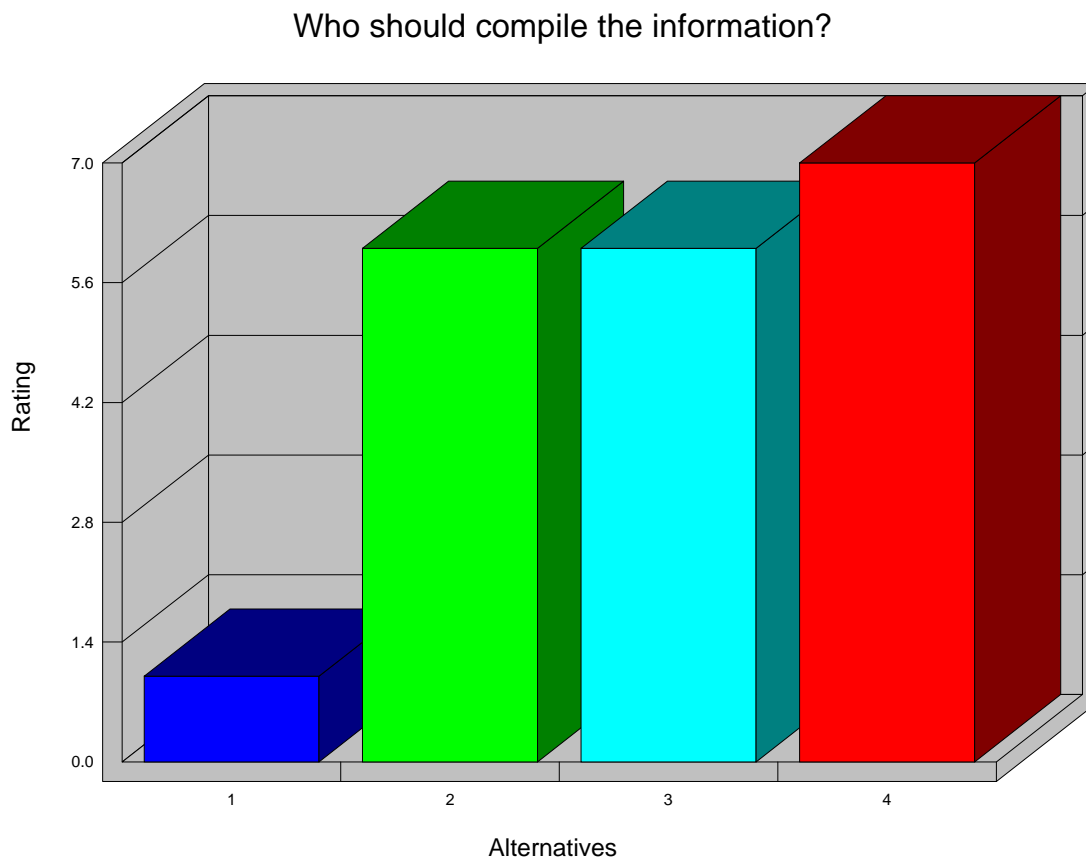




Individual Participant Evaluation of Four "Who should compile the information?" Options

Participants were first given the following four options to choose from to determine who should compile the information. Participants could select only one option but could comment on any option. Following are the results for this poll.

- LAFCOs in-house
- LAFCOs either in-house or using a consultant under the direction of LAFCO
- Service providers compile information, in the form requested by LAFCO, and provide to LAFCO for review and approval;
- Compilation process should be optional, decided by each LAFCO and included in written procedures



(20 responses)

Table with Number of "yes" votes for each of 4 options and comments

# Item	Total Yes Votes
1. LAFCOs in-house	1
2. LAFCOs either in-house or using a consultant under the direction of LAFCO	6
3. Service providers compile information, in the form requested by LAFCO, and provide to LAFCO for review and approval	6
4. Compilation process should be optional, decided by each LAFCO and included in written procedures	7

1 LAFCOs in-house

- no Preferred method given adequate funding/staff
- no Only if LAFCO has the expertise in the service being studied.

2 LAFCOs either in-house or using a consultant under the direction of LAFCO

- yes Who pays for consultant?
- yes There should be some kind of neutral party and determines evaluation. Cities should have review authority. Cost for consultant should be born by LAFCO
- yes Consultants should do all work, RSG in particular.
- yes The process should remain under the jurisdiction of LAFCO with direct participation of the affected agencies. In some instances, the agencies themselves may be allowed to prepare the study directly - were public benefit can be demonstrated.

3 Service providers compile information, in the form requested by LAFCO, and provide to LAFCO for review and approval

- yes LAFCO Executive Officers abilities vary widely. Even if options 1 or 2 were chosen, subject agencies would still provide the information. 1 and 2 would cost more and introduce a higher level of inaccuracy into the review. Format requested should not be burdensome.
- yes Would love it if LAFCO would handle it all, as a small City we don't necessarily have the resources to compile this information. However, I don't know that LAFCO necessarily has the resources and, therefore, would prefer to be involved in the process.
- yes While comments and information from service providers may be considered biased, a review by LAFCO could help to determine whether that input is really legitimate or not. Service providers should have insight that could aid the LAFCO review.
- yes Service providers should initially compile information for LAFCO review; however, LAFCO's should have discretion to decide whether specific service reviews would be required.
- no This would be part of LAFCO's data gathering process.

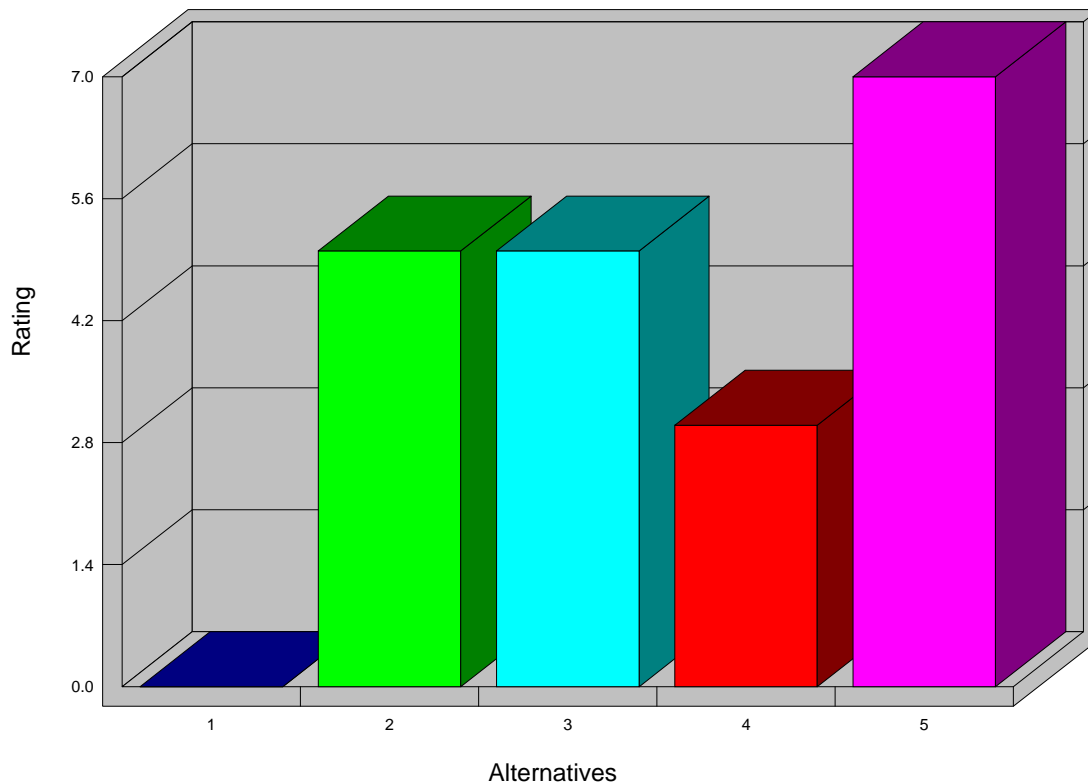
4 Compilation process should be optional, decided by each LAFCO and included in written procedures

- yes This option allows each LAFCO to choose the compilation method best suited for their county depending on staff level, number of agencies, level of trust between agencies and LAFCO etc.
- yes Some LAFCOs, districts and cities have limited resources, so process of compiling info may have to be on a case-by-case basis. If LAFCO obtained the data the review would be based upon its own info. But, districts should have that responsibility.
- yes Each service has different requirements and needs, and should be evaluated by the entity most able to do so. For example, ALUC may be more appropriate body to review airport service than LAFCO.
- yes LAFCOs are of different sizes and have different resources throughout the State. The strategy should be flexible enough to allow the individual LAFCO to select the method that best meets their needs.
- yes The process would depend upon the service to be reviewed, some are much more technical than others. Each LAFCO should decide, as a policy declaration, how it wishes the information provided, the guidelines should not dictate how it will be done..
- yes LAFCOs should have the flexibility of using consultants, in-house staff, or a combination of both - depending on staff workload, the complexity of the service review or the mood of the Executive Officer.
- no This may be preferred by smaller LAFCOs with funding/staff expertise issues.

Individual Participant Evaluation of five "Who should compile the information?" Options

Participants were asked to evaluate the first four options with a fifth additional option - "LAFCOs in-house, using a consultant under LAFCO direction, or using consultants under the direction of service provider/s." The second vote allowed participants to choose from the same options available at the Fresno and Sacramento sessions. Participants could select only one option. Following are the results for this poll.

Who should compile the information?



(20 responses)

Table with Number of "yes" votes for each of 5 options and comments

# Item	Total Yes Votes
1. LAFCOs in-house	0
2. LAFCOs either in-house or using a consultant under the direction of LAFCO	5
3. LAFCOs in-house, using a consultant under LAFCO direction, or using consultants under the direction of service provider/s	5
4. Service providers compile information, in the form requested by LAFCO, and provide to LAFCO for review and approval	3
5. Compilation process should be optional, decided by each LAFCO and included in written procedures	7

1 LAFCOs in-house, using a consultant under LAFCO direction, or using consultants under the direction of service provider/s

no LAFCOs should have authority over the scope of the review.

SACRAMENTO AND FRESNO COMBINED RESULTS

Two meetings were conducted in Sacramento and two meetings were conducted in Fresno. The agendas for these groups were generally consistent with the exception of the reordering of items, and the addition of questions on the relationship between service reviews and SOIs, and the date when SOIs were last updated. Therefore, the results are combined into one report. Groups 1 and 2 refer to the first and second group in Sacramento and Groups 3 and 4 refer to the first and second group in Fresno.

Brainstorming Agenda Used in Sacramento and Fresno

The following agenda was used in all the Sacramento and Fresno meetings. The participant information and meeting results follow the same format of the agenda.

Introductions and Overview

- Welcome and Meeting Purpose
- Introductions and Participant Registration
- Project overview and schedule

Input by Participants

- What ideal service review guidelines need to contain and accomplish
- Issues that need to be considered during guidelines development
- How should the term "municipal services" be defined
- Services that may need to be reviewed

Discussion, Evaluation and Comment

- To what extent do these services need to be reviewed?
Participants will electronically choose from:
 - Substantial technical and expert service review guidance needed
 - Complete review but in broader terms
 - cursory review and/or low priority for review
 - Does not need to be reviewed
 - Does not apply in our setting with comment on location and why it does not apply

Input by Participants

- What obstacles and special cases will be encountered when reviewing services?
- What needs to be considered during a review that is not on this list based on LAFCO legislation, other legislation, or other reasons?

Small Teams

- How would you proceed to evaluate each service and what steps would ideally be taken to accomplish your evaluation?

Individual Participant Evaluation and Comment

- Who should compile the information to be used in evaluations?
Participants will choose the strategy that best fits your perspective

- LAFCOs in-house
- LAFCOs either in-house or using a consultant under the direction of LAFCO
- LAFCOs in-house, using consultant under LAFCO direction, or using consultants under the direction of service provider/s.
- Service providers complete review, in the form requested by LAFCO, and provide to LAFCO for review and approval
- Compilation process should be optional, decided by each LAFCO and included in written procedures.

Wrap-up and Final Comments

- Special Cases of Concern
- Meeting Evaluation
- Thank You for Attending this Workshop

Ideal Service Review Guidelines

Participants responded to the question, "What do the ideal service review guidelines need to contain and accomplish?" Following are the responses by the group.

Group 1

1. Definitions of evaluation criteria
2. They should contain consistent standards
3. Procedures for conducting evaluations
4. Guidelines need to be a working document. Usable for decision makers. Data not policy.
5. Give examples
6. Review of policies and procedures
7. The guidelines should be simple, clear, unambiguous & based on realistic goals.
8. Identify sources of information
9. They should contain minimum thresholds for adequate service provision
10. Organized by function
11. Something that could be used as the basis for an Request for Proposal for contracting out the service reviews
12. They should take in regional concerns
13. Sample policies
14. Set of essential topics the analysis should include, such as capacity,
15. Guidelines should be a set of standard definitions of services.
16. Identify sources of information
17. Should not look like standards
18. Guidelines need to be flexible enough to apply to a huge variety of situations.
19. The guidelines should contain differing standards for the various types of services provided by agencies.
20. Should not be the size of a phone book
21. Should be consistent with SOI evaluation criteria and procedures
22. The guidelines should address limited and expanded service reviews.

Group 2

1. Flexible enough to reflect local conditions and policies
2. Definitions should be very clear
3. Should have a logical organization. A flowchart would be helpful.
4. Applications - should have computer templates
5. Different requirements and process to recognize urban or rural area.
6. Flow Chart that describes the guidelines, as simple as possible, examples, clear definitions and clear minimum requirements, clear criteria for variances to guidelines.
7. Guidelines should clearly tell LAFCO and service providers what criteria are to be reviewed
8. Explain step by step how to collect the data, how to analyze it, what kinds of conclusions you need to make, and how those conclusions should affect final determinations
 - a. Need to focus on process that identifies services that are priority issues in the community
9. Logically organized. Have separate definition extensive enough to cover the words and terms used. Be consistent in terminology.
10. A quantifiable means of service delivery/ cost, i.e., apples to apples. Helpful in assessing full service providers in context of special districts.
11. Identify approvals required - by whom and timelines
12. Guidelines should be the tool for LAFCOs to identify opportunities for collaboration, cooperation, and (if logical) consolidation.
13. Make sure that there is a general introduction that explains the purpose of doing the service review, which would then give some context to the step by step "instruction manual approach"
14. There should be separate chapters on how to do service reviews for each type of service (chapter on fire protection, water service, etc)
15. Extensive input from service provider.
16. Guidelines should identify value of service reviews to the agencies subject to study.
17. Not a public facilities & financing mechanism. Defer implementation detail to local agency. Big picture overview.
18. Method to resolve conflicts.
19. Include an appendix that contains "models" or "examples" or "template" of how to do a service review on a particular topic
20. Guidelines should be available on-line and should include FAQs
21. Ideal guidelines will include the opportunity to identify when private providers are not meeting the standards of public providers in the same region.
22. Guidelines for the analysis of the fiscal impact of each service category
23. Need to contain questions on agency planning efforts, timelines and capital improvements' programming to meet projected service demand. Responses should be based on official planning documents approved by the agency board or commission.
24. What to do if there is not a lot of detailed information available from service providers

25. Guidelines must remain flexible for different regions and types of governments -- rural, urban, suburban
26. Ideal service guidelines will provide: means of evaluating current efficiencies means to identify existing inefficiencies, a means of understanding opportunities for service providers to cooperate or collaborate. Also, templates for evaluating capacity,
27. Focus on service efficiencies, do not introduce land use issues.
28. Fiscal spreadsheet templates would be helpful.
29. Guidelines should include a clear preamble or summary that describes in lay terms what is to be accomplished by preparing the guidelines (for lay boards of directors).
30. Result in clear understanding for the public of service efficiency

Group 3

1. Define service that is being studied.
2. Identify gaps or overlaps between service providers
3. Be consistent between each city/special district within the LAFCO area
4. Must be comprehensive so that those preparing the R3E guidelines know what constitutes adequate review.
5. Since there are 58 very different counties, be very broad and remember rural counties differ greatly from urban counties.
6. A list of information resources would help the process. In addition to comprehensive service reviews the guidelines should allow/encourage a conclusion that more study is needed where appropriate.
7. A fair evaluation process specific to that particular service measuring the economic and delivery efficiencies.
8. Have the review of the service with a step-by-step format. This will not only help LAFCO but also the city/special district.
9. Deal with existing development with non-municipal services, or non-services, and how to incorporate.
10. Must be comprehensive so preparer knows what constitutes adequate response and provides enough detail. e.g. Provide sample response to a question for a typical city or district.
11. The guidelines should accomplish mitigations for all services impacted by growth.
12. Define what the services are, who provides them, what are the costs, and are they available.
13. Provide comprehensive definitions to limit "interpretation."
14. Recognize variety of situations can exist even within a given county
15. Provide a checklist to verify correct information has been compiled.
16. Should the ability to pay for the service by the districts property owners be a factor
17. The guidelines need to be flexible to incorporate the uniqueness of the area being served as well as what the citizens want.
18. Population, sewer service, water, transportation facilities, fire hydrant need to be evaluated.
19. Ideal guidelines should allow for local service provider preferences as well as ideal efficiency and management structure.
20. Provide examples of adequate responses, e.g. a sample city or district.

Group 4

1. A detailed index.
2. Clear concise easy to use and a single volume
3. Provide flexibility - provide a suggested format -
4. Crystal clear coordination between the service review conclusions at the sphere level, such that the annexation process is almost perfunctory
5. Smaller cities will have to prepare the service plan without professional assistance from experts. This means the level of detail and accuracy of service plans may be questionable.
6. Suggested methodology
7. Guidance by type of service; i.e. fire protection, water, sewer, etc.
8. Focused guidance for annexation agreements, when necessary
9. Guidelines should define agency responsibility for provision of data and LAFCO responsibility for objective analysis
10. Guidance on what to look for, or type of information to gather, when developing a service review.
11. The end product should be an assessment of service capabilities for all services provided by an agency with special attention to the capabilities of the fixed infrastructure (i.e. sewer, water, etc) for various geographic segments of the SOI.
12. How detailed do long range horizon service plans need to be? What growth assumptions are necessary? Estimating what is needed may be easier than realistically reporting how infrastructure and public services will be financed in the future.
13. Generic form that includes basic service review questions and answers which can be expanded upon by agencies as needed
14. What are the criteria, or what would be the situation, for LAFCO to overrule an agency's proposal to provide services? Or, how will LAFCOs mediate conflicting service reviews?
15. Consider population growth trends use realistic factors(i.e. 150 gallons water per person per day) what percentage of that water goes into sewer system in short, need realistic factors to properly plan
16. User friendly; perhaps basic criteria for a simplified review, and detailed criteria for an in-depth review.
17. Clear definitions, easy index reference and bibliography
18. The service review guidelines should describe who is responsible for providing the data and when it is to be provided
19. Service review must be conducted in reference to adopted general plan and related population projections

Issues to Consider

Participants responded to the question, "What are issues that need to be considered during Guidelines development?" Following are the responses by group.

Group 1

1. Small agency ability to provide data input
2. What is an adequate, sustainable water supply?
3. Cost, cost, & cost
4. Comments concerns of all affected agencies²
5. Community identity vs. regional efficiencies
6. What is a community of interest?
7. Different methods of providing the same service
8. Definitions of Municipal Services i.e.: rural agriculture water vs. urban/residential/industrial
9. Acceptable time frame for preparation of reviews
10. Factors to consider in defining affected area
11. Way to evaluate cost effectiveness, level of service/cost ratio
12. How to define a service study area.
13. Incorporated vs. unincorporated areas and who provides the service
14. Definitions of rate criteria in order to consider rate restructuring
15. How will inter county issues be handled
16. How to take into consideration both county and city general plans
17. How to get city and special district cooperation in development of service reviews
18. Consideration of local preferences
19. How can we keep it simple
20. How to consider services by very large districts such as MWD of social
21. How to determine management efficiencies
22. Weight to be given public input
23. Should provide direction to coordinate with adjoining LAFCOs to determine if a Special District or city in an adjoining jurisdiction is better able to provide a service, based on comparison of agency service reviews
24. Lack of data regarding population, housing, employment growth, especially by meaningful geographic areas
25. The level of detail required for each of the study's elements
26. Lack of LAFCO expertise to complete service reviews
27. How to provide consistency between service area reviews of LAFCOs within the same region
28. How to define local accountability and governance.
29. The cost of preparing the studies - How will this be met?
30. Ability to compare data between respondents
31. How to compare service providers that have a lot of data vs. those that don't have polished reports, fancy PR
32. Can we use a standard document as a judge of services i.e. EIR?
33. Criteria for appropriate size and number of areas

Group 2

1. Existing substandard infrastructure in the areas being considered.
2. Timelines for review

3. How long ago was general plan developed? When was it last updated?
4. Public input process
5. Provide equity for less sophisticated SD, i.e. Allowance for antidotal information - Track record, vs. costly technical assessment. Include means of measuring capacity.
6. Uniqueness of each jurisdiction - different issues
7. Include ways to incorporate conflict resolution into the guidelines/process.
8. Likelihood of master service element being implemented...what barriers exist and the costs associated with retrofitting
9. Timeline for servicing an area. (i.e. Is annexation related to a project or not?)
10. Availability of resources needed to conduct the reviews in relation to the extent of the analysis required to sufficiently comply with the guidelines.
11. Emphasis needs to be placed on "coordination of local governmental agencies". This process should not become a tool in the "zoning for dollars" battles.
12. LAFCOs have varying levels of sophistication and staffing - How can a LAFCO with very limited resources do as good/thorough a job as others who have more resources? Should the guidelines set a minimum standard in performing the service reviews?
13. Smaller jurisdictions may not have staff to do reviews
14. The role of LAFCO and the leg. intent must not be obscured by the guidelines. Under previous law, LAFCOs had to negotiate to conduct these types of reviews -- often making the resulting study of little use.
15. Type of service, population of county (is this an urban or suburban or rural county?), different land use jurisdictions of service provider (i.e. Is this a multi-county district?), service overlay - whether there are multiple private and public providers
16. People perception, affinity for SD provider such as P&R, which has outlived fiscal viability, yet retains heart of client base adequate to protest annexation.
17. Has area/community been affected by major economic or land use issues, e.g. Military base closure(s), relocation of industry, lack of major infrastructure (water, housing, transportation).
18. Potential cost of performing reviews versus cost benefit to impacted jurisdiction (cost benefit analysis)
19. Are there other agency approvals necessary?
20. What happens when there are various population projections (from Department of Finance, COGs, etc)? Which set of population and growth forecasts must be used? Everyone should be required to use consistent population projections
21. Guidelines should not open the door to opting out of the requirement.
22. Issue of local control and local identity is important, especially in rural areas.
23. Are these guidelines intended to aid the LAFCOs, or to ensure LAFCOs comply with a single standard of statewide policy?
24. Are there federal or state issues that need to be settled?
25. County position, AB8 property tax exchange, fiscal neutrality, etc.
26. Governance and accountability should be considered in the reports - the guidelines should provide some means of evaluating them
27. Independent vs. Dependent
28. LAFCO perception during review.
29. Current fiscal position of the entity

Group 3

1. Preservation of agriculture land.
2. Differences between acceptable levels of service between city and county
3. Williamson Act and farmland security zone land.
4. Ability of service district or city to provide the necessary service.
5. County islands.
6. LAFCOs need to acknowledge existing city and county plans and avoid reinventing the wheel.
7. Limitations of LAFCO staffs - many are one or two-person operations hard-pressed to keep up with the new mandates of AB 2838.
8. Overlapping services provided by a government entity versus a private entity.
9. Need current or up to date data
10. The service review should be simple to complete in a step-by-step format so that it is not burdensome to LAFCO or city staff. If service reviews become as complicated as EIRs or housing elements, they will not be completed.
11. Landowner rights
12. Overlapping areas may have different general plan designations - between city and county
13. Should growth only occur in cities where municipal services are generally provided, or should development be allowed to occur in the unincorporated areas with limited services provided by the county?
14. Preservation of needed resources such as water.
15. Is the service provider a public or private (CPUC regulated) organization. How will the "public political" be evaluated in dealing with competing service providers with quality of service be evaluated, beyond rate base evaluations.
16. Focus strictly on the orderly provision of urban services - leave policy to elected officials.
17. Potential for jurisdictional conflict possible when new reviews are done by LAFCO.
18. Costs to LAFCO, cities, special districts
19. Should service reviews occur in areas before a plan is adopted for that area?
20. Who pays for the costs of the review?
21. Time - review needs to be time-sensitive
22. Guidelines should encourage identification of issues while allowing commissions discretion in interpreting and evaluating information.
23. What if there is a dispute between LAFCO and the city over the content and conclusion of the service review?
24. Existing service plans should be considered thereby reducing cost for development of new plans
25. Do the service levels need to be engineered or able to be developed in-house?
26. Cost avoidance opportunities - How much is affordable? With the current jump in gas and electrical power costs, everyone is feeling the impacts.
27. Identification of the lead agency needs to occur. Either LAFCO or service provider.
28. Are shifts of property tax revenues or any change in the AB 8 formulas at stake when the service review is complete?

29. Farmland is not a municipal service so protection of farmland should not be part of the review. It is a policy issue for cities and counties.
30. LAFCOs power to carry out recommendations needs to be a factor considered. The reviews should remain basic and simple.
31. Regional considerations by county and cities. Agreements between cities and county.

Group 4

1. Long term water supply
2. The types and kinds of services that should be considered.
3. Equitable quantification of requirements.
4. Urban vs. rural / small vs. large jurisdictions
5. Timeframe for when the services should be provided.
6. Adequate water supply
7. Differences between urban, suburban and rural services.
8. Responsibility for data collection, district vs. LAFCOs
9. Emerging (but not yet adopted) energy policies
10. Dealing with local peculiarities.
11. Open space/ Williamson Act
12. Urban development in unincorporated areas
13. County government interference in process thru litigation against proponents of annexations, reorganizations etc.
14. Criteria for measuring service adequacy or deficiencies.
15. Appropriate CEQA review
16. Clear definitions
17. Super Williamson Act - growth control issues
18. Competition between districts for service responsibility in new growth areas
19. Overlap of service provider jurisdictions
20. Effective standards for determining the most cost efficient provider of services to an area
21. Water supply & energy
22. Developing guidelines suitable for the various sizes of agencies. Will energy be an issue? How is the data going to be used in the decision making process for establishing or amending the sphere? Could LAFCO require use of shared facilities?
23. Workload for LAFCO staff.
24. The extent to which existing reports may be used to meet requirements. Will the requirements be the same for special districts as for cities--in particular, public utility districts and CSDs? It's a state mandate, will SB 90 funds be available?
25. How do we curtail or limit the proliferation of an endless number of maintenance districts ??? Our county has about 130 of these districts (primarily for road maintenance) which pop up every time a subdivision is approved? There is a lack of coordination.

Sphere of Influence Linkage to Service Review Guidelines

The Fresno groups responded to the question, "What is your perspective about how the required Sphere of Influence (SOI) updates and the service review guidelines will be linked? Following are the responses for the two groups.

Group 3

1. The SOI will be directly related to an agencies ability, plans and availability of the services.
2. Based on the service review guideline, I would think that LAFCOs would use the info. To update the SOIs.
3. Enhanced review of unserved border areas between neighboring service providers
4. Guidelines will be probably only be used for cities and special districts that provide municipal type services. (not for reclamation districts, etc.)
5. The service reviews will determine abilities to handle growth within the areas of the SOI updates.
6. They will be greatly linked.
7. The guidelines should acknowledge that in some areas municipal services reviews are current and SOI updates should proceed without senseless paperwork.
8. A SOI cannot be amended unless a service review has been completed. To establish a baseline, however, the initial service review should be based upon the existing SOI and general plan.
9. Ideally most SOI updates would involve thorough review of services. As a practical matter there are so many spheres to update that such review is not likely to occur.
10. They need to be consistent the SOI. Show that, when amended, services can be provided.
11. Would a service review be required for existing SOI areas or just for new areas? If yes would an existing SOI be reduced if the service plan is found to be deficient?
12. Agencies that "gamble" on the "come" will have a wake-up call when LAFCO draws their SOI boundary.
13. SOI updates would be dependent upon the service review guidelines in order to be fully comprehensive.
14. Will provide an opportunity for neighboring service providers an opportunity to better understand strengths and weaknesses when evaluating how best to service a new area
15. Service reviews are more applicable to cities and entities concerned with a range of services, not single-purpose special districts.
16. Would service reviews for SOI and annexations be of the same level and content?
17. The guidelines should provide for simple special district SOI amendments in rural areas. i.e. review only those services available.
18. Service reviews should include the costs of expanding services and these costs would be important to SOI reports.
19. More and more special districts boundaries and SOIs may be coterminous!
20. The guidelines should allow for cases where "no change" is the appropriate review.

Group 4

1. Logical
2. They must be linked!
3. Guidelines will be utilized to develop service review data for each jurisdiction or sub-region, which will then be used to update sphere.
4. I understand what the law sets out, but I'm not sure an agency can unilaterally conduct a service review, without taking into account the service reviews of adjacent agencies.
5. The service review should be required 60 days prior to consideration of the SOI update. Or the service review could be examined under a separate process, be approved, and then the SOI update could then be looked at. CEDA review would need to be done too.
6. It will depend on how the service review is used in making the decision on the SOI. It could be a very big job for labors and cities to do both every 5 years.
7. It looks like the affected agencies will have to provide the info. Needed for the service reviews before the scheduled 5 yr updates. The guidelines should describe how the sequence works. Tulare County will look at service capabilities for 20 years growth.
8. Service reviews can provide specific information about an existing system, its ability for expansion, and the long-term capability of the system.
9. I assume service review refers to present level of services, not future. If not, please correct me. If so, what is the value of present service reviews?
10. Service reviews are only one element out of a number of complex issues that go into an SOI review and update
11. Service review precedes SOI consideration. One review could apply to several jurisdictions if considered regionally or sub-regionally.

Municipal Services Definition

Participants responded to the question, "How should the term "municipal services" be defined?" Following are the exact responses by group.

Group 1

1. City services
2. Domestic water and sewer
3. Any service that a city is empowered to provide.
4. Any service provided by a public agency, i.e., city, district, county
5. All services that may be provided by any special district whose boundary would be regulated by LAFCO.
6. Not garbage, not animal control, not street lighting, etc.
7. Since these are the basis for the SOI reviews, don't they need to include all services provided by all agencies?
8. Let it be as defined in CEQA for EIRs
9. Any community based service (i.e. fire sewer water) whether provided by a city, district or county

10. Those services that are essential for "urban type" development, e.g. Water, sewer, etc.
11. Those services needed for urban levels of development or use: sewer, transit, police, trash, etc. Needs a definition of where to draw the line between urban (municipal) and rural/agriculture
12. Any service that is currently being provided by a municipal agency.
13. Those services that are necessary for municipal level growth
14. Do not include the term "urban" in the definition.
15. Services provided by a public agency to territory that is developed or planned for a certain density.
16. Leave it up to each LAFCO
17. All SOI's have EIRs so that should be the answer
18. Any urban service including but not limited to water, sewer, fire, police, utility

Group 2

1. Good question!
2. Whatever the definition is, it should be clear. The last thing we need is stalling the review process at the outset by fighting over what is on the table.
3. Isn't there a definition (or "intent" language) already in the statute or the report of the commission on local governance?
4. Public services paid for by taxes
5. Services required for urban level of development.
6. Core police powers, health and safety services
7. Language in the guidelines should always say that "municipal services" shall include, but is not limited to..." that way LAFCOs and local agencies can tailor the tool to their needs.
8. It will depend on what the area is being annexed into i.e. CFD vs. City
9. Anything that supports urban development: sewer, water, and drainage. Also, auxiliary services like fire,
10. Generally urban development.
11. Allow for local interpretation - rural setting vs. urban
12. I agree with number 8 above.
13. Perhaps a list of what OPR sees as definitely being municipal services and then a list of what may be appropriated studied in that county.
14. Perhaps there should be different levels of analysis for various types of services - hardcore infrastructure needs to be evaluated differently than fire service.
15. Perhaps just those services currently offered by the entity seeking to establish or extend the sphere.
16. "Municipal services" should include any public services provided by local government that are included in the enabling legislation of districts, general law governing cities and counties.
17. Those services currently provided by another entity
18. Do not conflict with definitions elsewhere in code, ex. M&I vs. Ag for water
19. Staffing / administration

20. At a minimum: roads, sewer, water, fire protection, drainage. The guidelines could define a core group of services that must be evaluated, and then a separate optional list of services (like library) that don't have to be included in the evaluation
21. I agree with the concept of letting the agencies impacted define individually what "municipal services" do and do not entail.
22. Those services which contribute to sustainable community and viable quality of life,
23. Municipal services should be defined in a way so that we don't miss comparative analysis opportunities with the growing number of mutual water companies, hoas, and other quasi-public providers.

Group 3

1. Water, sewer, garbage and streets only.
2. Not justice services, i.e. Courts, probation etc.
3. Services provided to concentrations of development occurring outside as well as inside incorporated areas.
4. The guideline definition of municipal services should be limited to those services provided by cities, counties, or special districts regulated by LAFCO or closely associated private services.
5. Not welfare services
6. Services provided by or through government agencies that fulfill the needs of the citizens of that particular area being served
7. All services provided by cities
8. The majority of special districts in our county are single purpose districts such as irrigation. These guidelines should not apply and frankly an SOI update is not needed every five years for 90% of the special districts.
9. Essential services and facilities provided directly by the local agency: sewer, water, storm drainage, streets, police, fire, and general government, and that have a direct relationship to public health and safety and the city's police power.
10. An "urban" type of service for urbanized areas. Unlike "rural" services such as regional roads, street lights at major intersections, no curb or sidewalks.
11. Should not include schools / education
12. Municipal services are those services that the city provides as they relate to planning, infrastructure, police, fire, trash, services either directly by the city or city contracting for these services needed by the community.
13. From a city's standpoint, a municipal service should be limited to the essential services it provides: water, sewer, fire, police, recreation. Public utilities such as cable, electric and gas should be excluded from the plan, as they are not provided by the city.
14. A public owned or regulated activity whose product is filling a community based social need.
15. LAFCOs do not regulate. They only approve or disapprove an annexation or SOI.
16. Services typically provided by cities.
17. Not state functions, administered by counties
18. Should include services provided in rural and unincorporated areas, such as a community services district that provides sewer or water services in an unincorporated area.

19. Not services provided by the county such as libraries, justice, etc.
20. A municipal service is: water, sewer, fire, police, garbage, storm drainage, street maintenance, gas, electrical, library, parks, for concentrations of populations. It is not: planning, zoning, courts, welfare, probation, irrigation, etc.

Group 4

1. Public services provided by a city
2. The League of California Cities would be a good resource
3. The state controller's annual cities report might be helpful.
4. All services: sewer, water, and storm drain system. Also, police, fire, libraries, recreation and, streets and highways.
5. Parks and open space.
6. Adequate municipal administration. Adequate means to provide customer service on all levels.
7. Affordable housing...
8. Vs county mandated services
9. Basic public, health and safety services provided in urban and suburban environments
10. Essential services which are directly correlated to urban development; i.e. Water supply, sewage disposal, storm drainage, police protection, fire protection, solid waste disposal.
11. Water, sewer, street lighting drainage
12. Hopefully, keep it simple, and consistent throughout the state, even though levels of service may differ in urban, suburban, and rural areas. Suggested: sewer, water, storm drainage, police, fire, etc.
13. Municipal services: the broad "package" of all services that are the responsibility of local government to provide citizens to protect public health safety and welfare and to provide a higher quality of life.
14. Services required to sustain a community.
15. Provision of infrastructure necessary to support urban development, social services, safety services, and a local government to deliver community facilities (parks, libraries, etc.)
16. Concentrate on tangible services broadly recognized by the general public
17. Since the SOI is a geographic boundary, the term municipal services should emphasize those services that have geographic elements such as sewer and water infrastructure, but the capability of the agency to provide the full range can't be ignored
18. The full range of services \ utilities necessary to support urban development excluding universal utilities such as phone, power, roads

Services and Levels of Review Needed

Participants reviewed a list of services that may be subject to review and added additional services. They were then asked to place each service into one of the categories listed below with the following values.

4 = Substantial technical and expert service review guidance needed

3 = Complete service review but in broader terms

2 = cursory service review and/or low priority for review

1 = Does not need to be reviewed

A = Does not apply in our setting with comment on your locations and why it does not apply (this rating was not calculated in the mean)

Generally, the groups agreed that services such as potable water, sanitation/sewer, fire, solid waste, storm drainage and flood control took the highest level of technical and expert service review. Services such as CC&R enforcement, snow removal, resort improvement, cemetery and cable TV received the lowest ratings for review.

Generally, the group had greater disagreement in the level of review needed for such items such as electrical production, transmission or distribution, land use and permitting, gas, landscaping, code enforcement and some disagreement around emergency/ambulance and hospitals.

Variation on certain items due to location of the meeting influenced the responses. For example, harbors and ports received low consideration in the Fresno meeting as compared to the Sacramento meeting. Snow removal was not a high priority in either location.

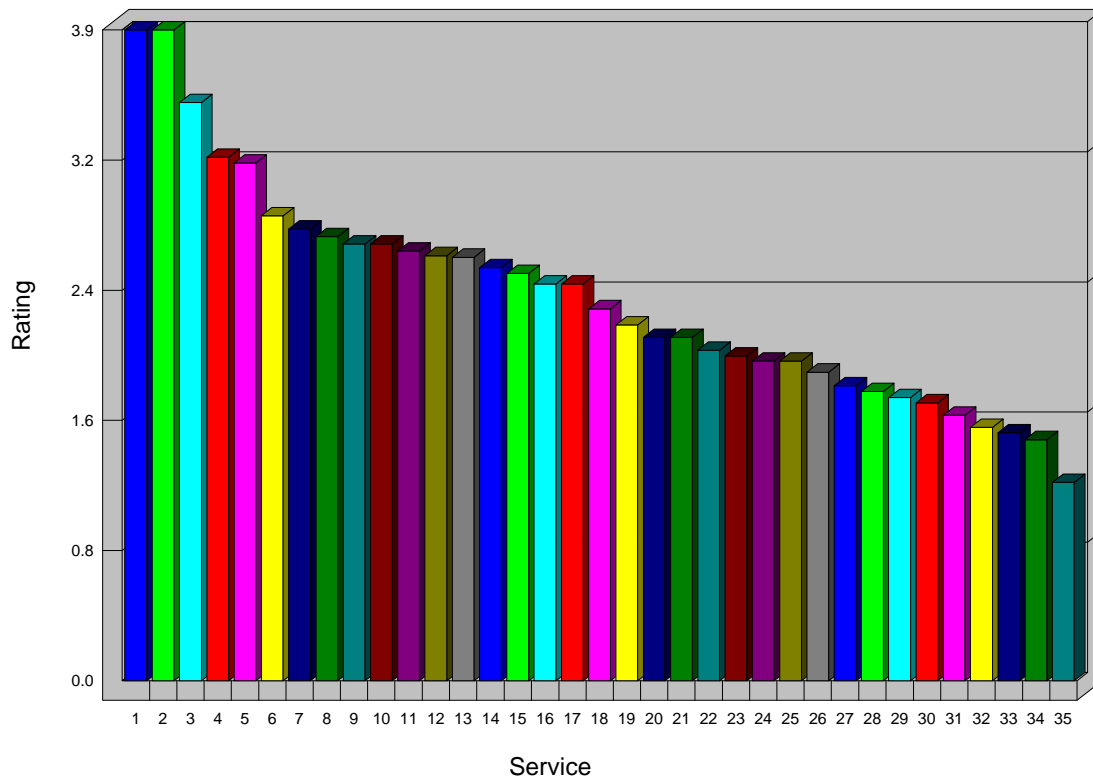
Following are the overall results for each of the four sessions. Each group's results contain:

- An overall graph showing the mean or average rating for each item from highest to lowest rating
- A mean and variability table
- Comments from participants on items
- Distribution graphs showing the polling for each item

The higher the mean the greater the review needed and the lower the variability the more consensus around the mean. Items with a variability below 40% have a good consensus around the mean.

Group 1 Results – 16 Respondents

Extent of Review Needed



# Item	Average Rating	Variability
1. Potable Water	3.9	16%
2. Sanitation/Sewer	3.9	16%
3. Fire	3.5	33%
4. Electrical Production, Transmission or Distribution	3.2	68%
5. Security and Law Enforcement	3.1	68%
6. Road Maintenance	2.8	71%
7. Solid Waste	2.7	61%
8. Parks and Recreation	2.7	51%
9. Flood Control	2.6	59%
10. Ground Water Recharge	2.6	69%
11. Storm Drainage	2.6	67%
12. Natural Gas Supply	2.6	89%

13. Emergency Ambulance	2.6	62%
14. Open Space	2.5	60%
15. Septic System	2.5	64%
16. Irrigation Water	2.4	63%
17. Reclaimed Water	2.4	67%
18. Airports	2.3	51%
19. Transit and Para transit	2.2	73%
20. Hospital	2.1	48%
21. Harbors and Ports	2.1	55%
22. Levee Maintenance	2.0	62%
23. Mosquito Abatement and Vector Control	2.0	59%
24. Library	1.9	51%
25. Street Lighting	1.9	61%
26. Animal Control	1.9	47%
27. Cemetery	1.8	37%
28. Resource (Soil) Conservation	1.8	37%
29. Reclamation	1.7	39%
30. Snow Removal	1.7	63%
31. Telecommunication	1.6	53%
32. Landscape	1.5	47%
33. Cable TV	1.5	40%
34. Resort Improvement	1.5	31%
35. CC&R Enforcement	1.2	26%

1 Potable Water

- 4.0 Given the new requirements to consider water availability this is crucial for review and considering that water is a limited resource detail analysis will be needed in the form if at least a water plan.
- 4.0 But, there needs to be some discretion and common sense used in establishing the level of review. In Trinity Co there are two large districts, which should involve a more detailed review than a small district with very few connections.

2 Sanitation/Sewer

- 4.0 Important to long range planning and vital to growth this is a very expensive service and key to development
- 4.0 But need to consider size of district. This should be a local LAFCO decision, based on growth patterns and long-term growth based on the SOI 5-10-20 yr review criteria

3 Fire

- 3 Needs significant review, but probably not the detail of water and sewer, although there needs to be a connection to the water (hydrant) evaluation

4 Electrical Production, Transmission or Distribution

- 4.0 Only if creation of an entity that will provide electricity or gas or annexation to or amendment to it.
- 3.5 This is a very volatile and technical issue. In case of new agency, review of the technical services does require higher level of expertise, but government structure does not
- A No agencies currently providing this service that may change

5 Road Maintenance

- 3.0 Depends on location and size of district

6 Solid Waste

- A A county service

7 Flood Control

- 3.0 The depth of this analysis is dependent upon the flood zone

8 Ground Water Recharge

- 2.0 San Mateo has no airport districts

9 Storm Drainage

- 4.0 This must show how it will be dealt with, perhaps not on as detailed a level, but depending on the flood zone the property is in, the analysis can vary

10 Natural Gas Supply

- 4.0 See comments for electricity
- 1.0 This is larger than a LAFCO issue-state/western region

11 Emergency Ambulance

- 1.0 Unless this is a public service not included in an existing entity, I question the need to review.
- 1.0 We have two CSA's for the two geographic distinct regions.

12 Open Space

- 4.0 The impact development may have on open space and the mitigation that is proposed must be considered

13 Septic System

- 1.0 Not a public service
- A Not a municipal service - usually provided by property owner with regulation by the municipal government (city or county)

14 Irrigation Water

- 3.0 Rural areas important
- A None provided

15 Reclaimed Water

- 3.0 Becoming very critical, regionally very important, cross-county
- 2.0 I can see this needing some explanation as far as what reclaimed water will be used for in the future, i.e. parks, domestic, etc but not necessarily definitive answers

16 Transit and Para transit

- 1.0 Not under LAFCO jurisdiction in Riverside
- A Do transit districts fall within LAFCO jurisdiction?
- A County of San Mateo has a countywide transportation district

17 Hospital

- A No hospital districts

18 Harbors and Ports

- 2.0 This is important in certain specific instances when the port is crucial to the development or job housing balance
- A None in Riverside Co.

19 Levee Maintenance

- 1.0 Only exists in limited areas of Riverside Co.
- A San Diego does not have enough water to require levees
- A No districts
- A County of San Mateo no levee maintenance
- A No levees in southern Marin

20 Cemetery

- A County of San Mateo no cemetery district

21 Snow Removal

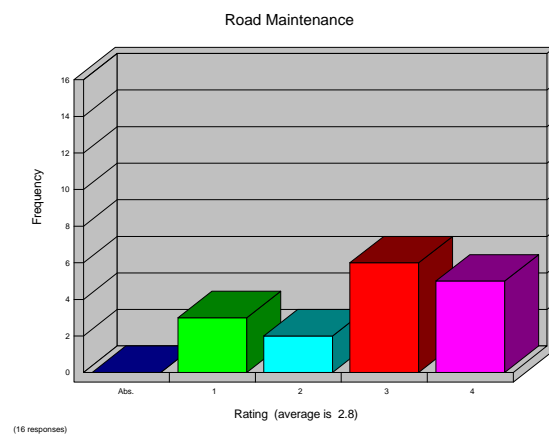
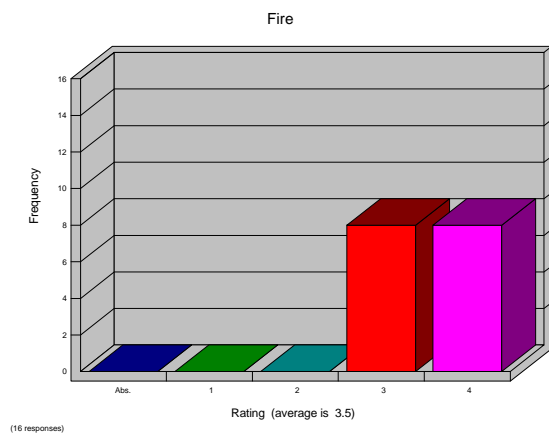
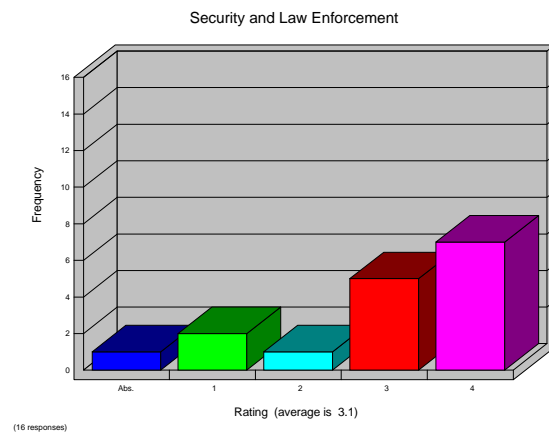
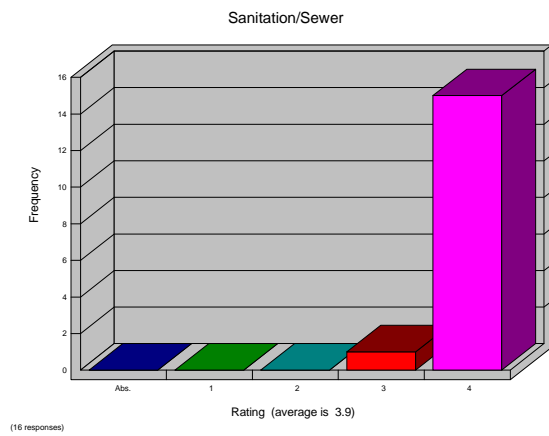
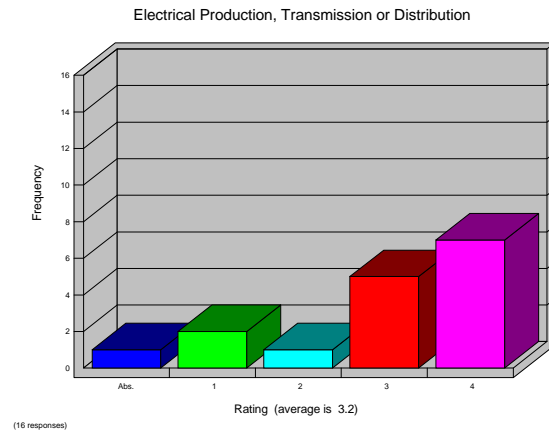
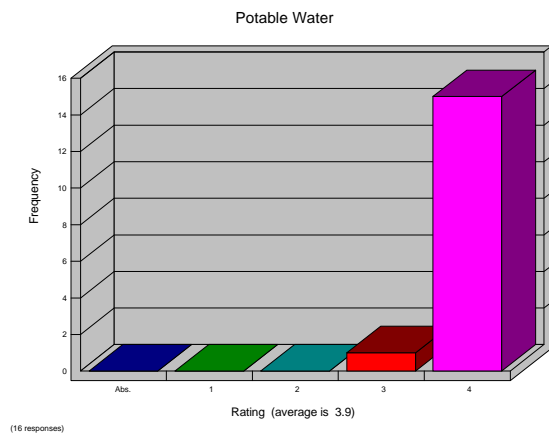
- A County of San Mateo
- A No snow in Marin

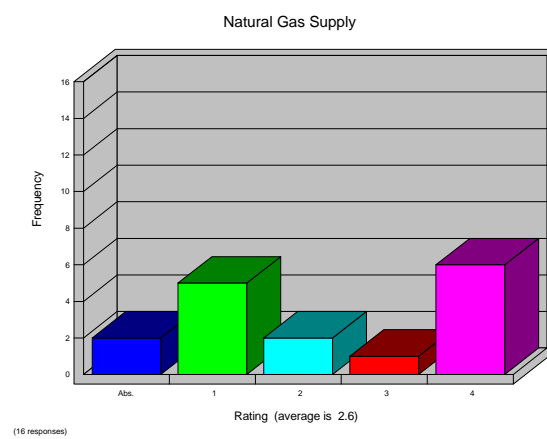
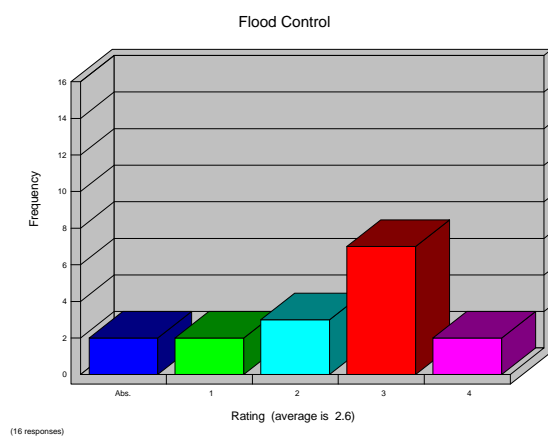
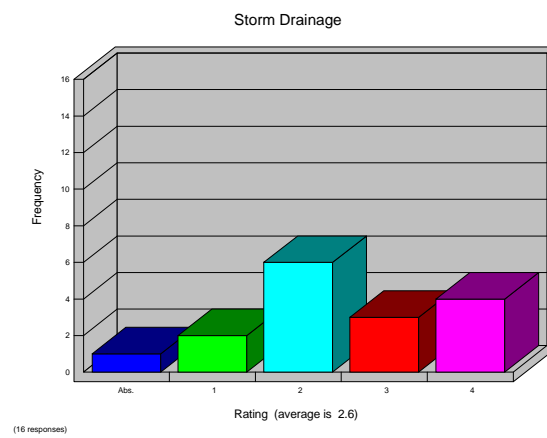
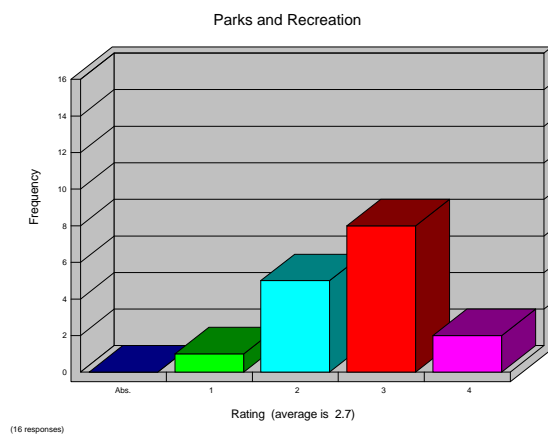
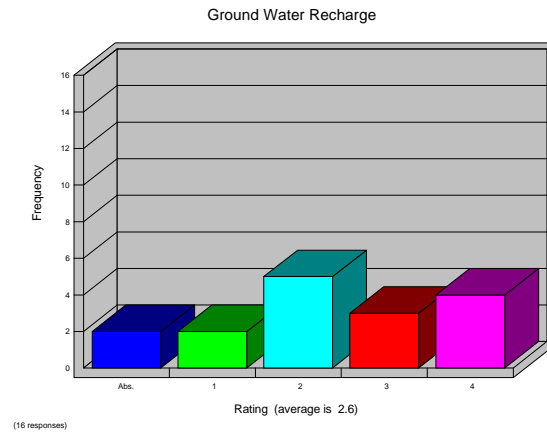
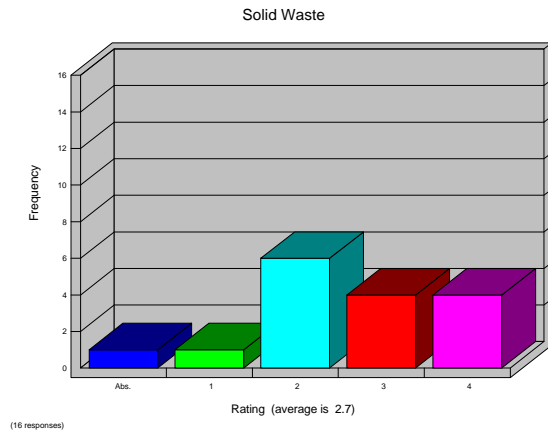
22 Resort Improvement

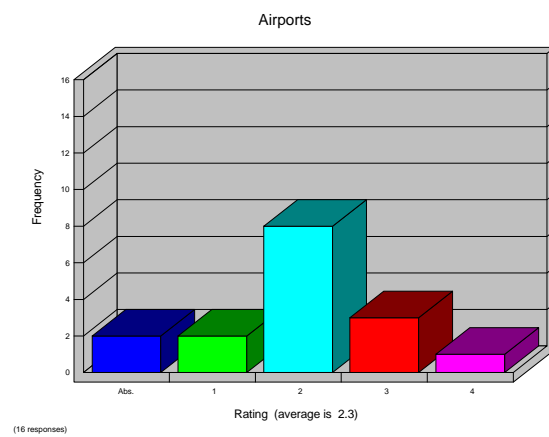
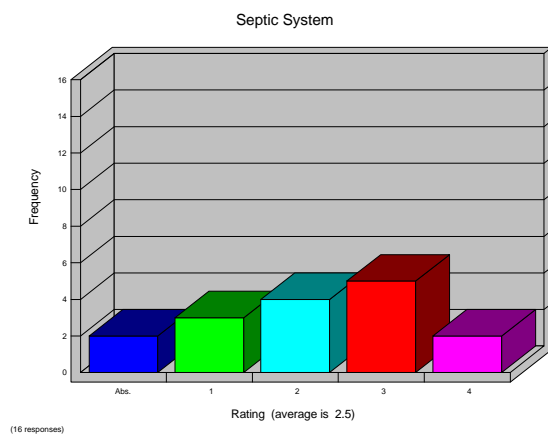
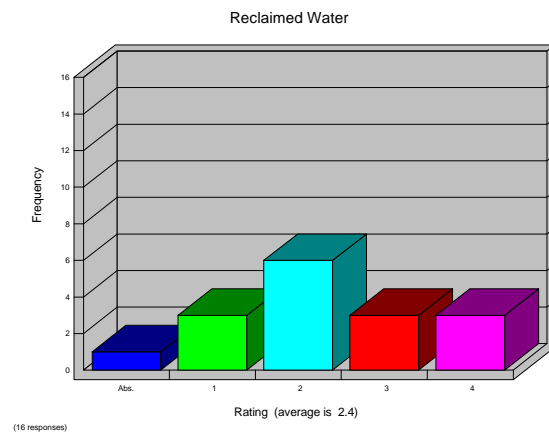
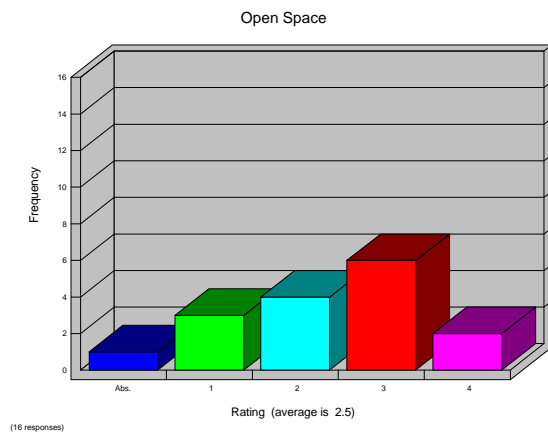
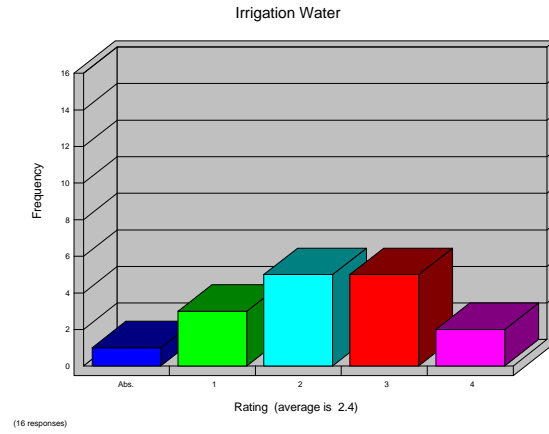
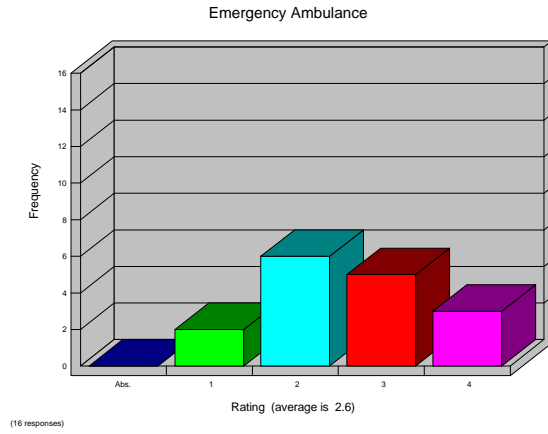
- A No resorts in area

23 CC&R Enforcement

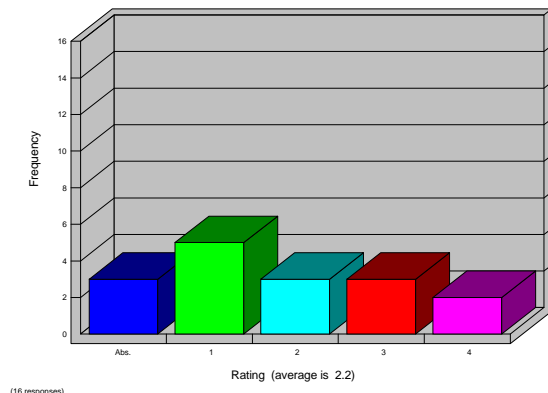
- 1.0 We need remember this is just for SOIs. Keep this review simple all EIR's look at services and must review them. This comment applies to all!
- A Not a municipal service. Is the responsibility of private property owners and associations?
- A Not in Riverside
- A Not a LAFCO responsibility
- A What is CC&R? (Covenants, Conditions and Restrictions)



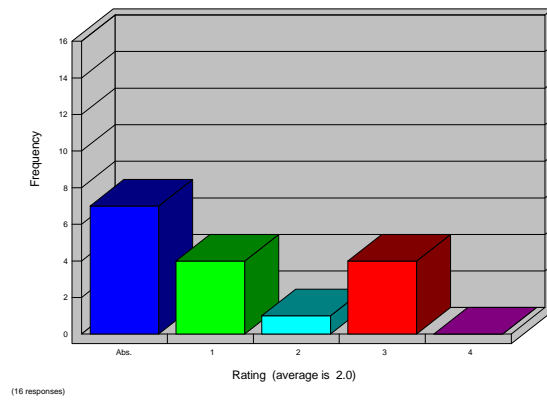




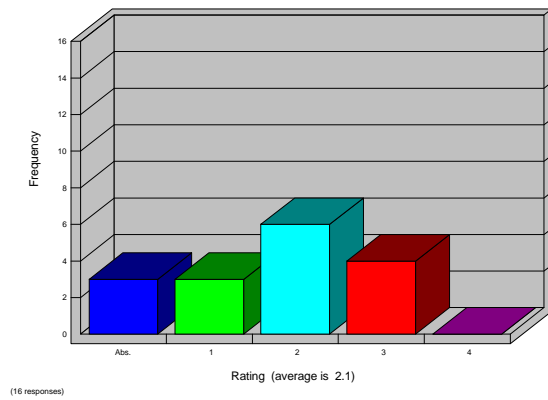
Transit and Paratransit



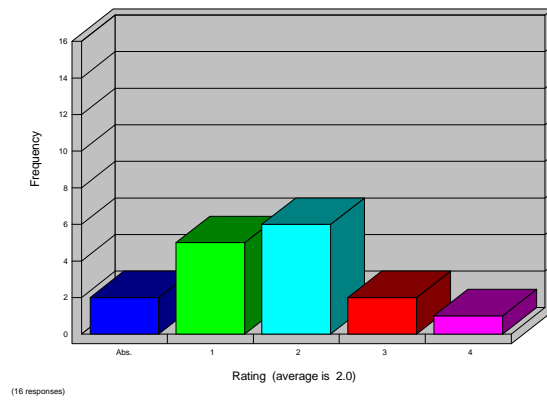
Levee Maintenance



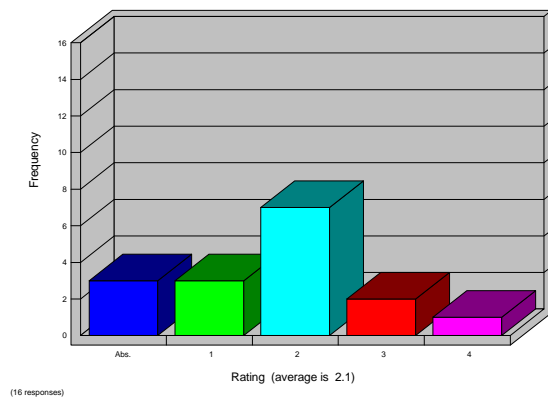
Hospital



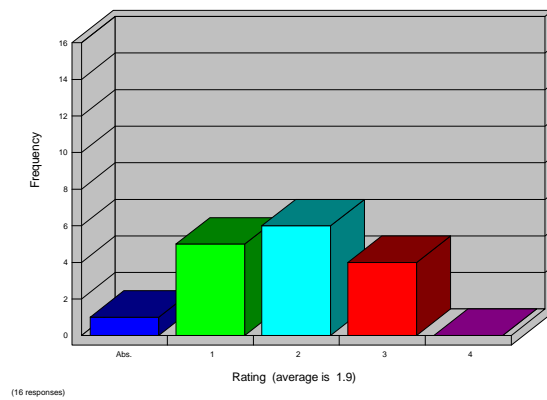
Mosquito Abatement and Vector Control

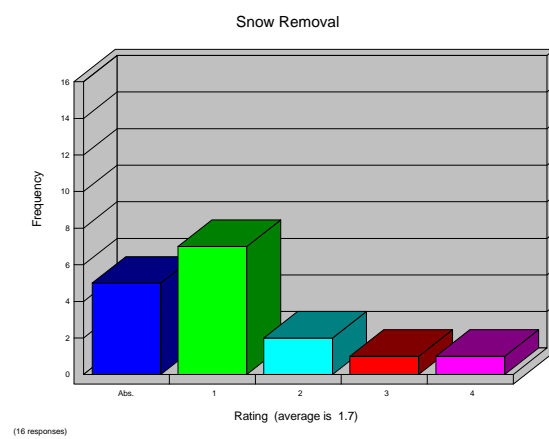
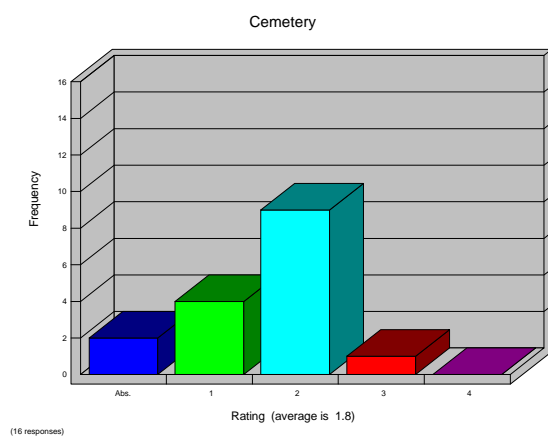
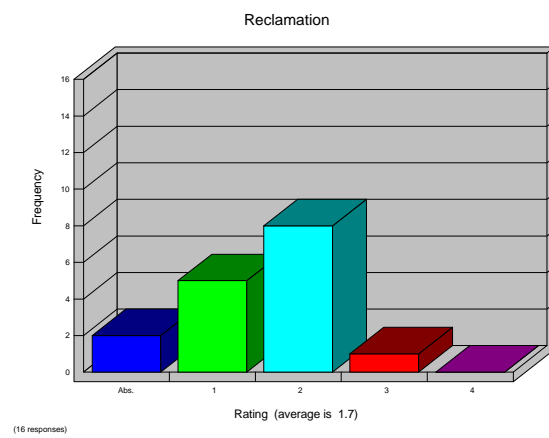
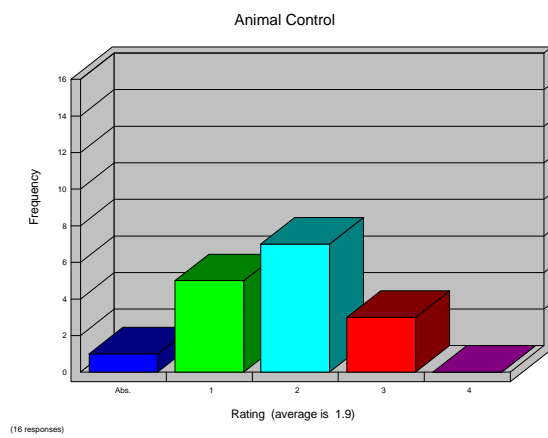
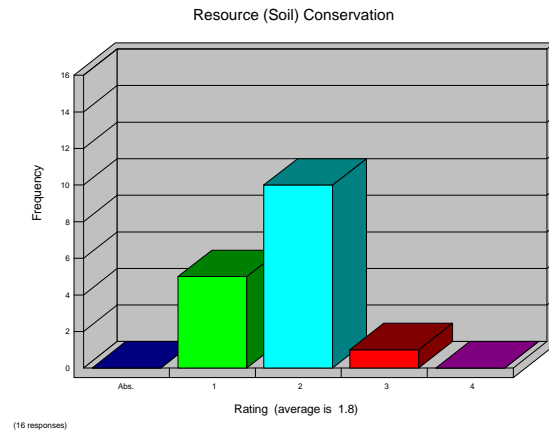
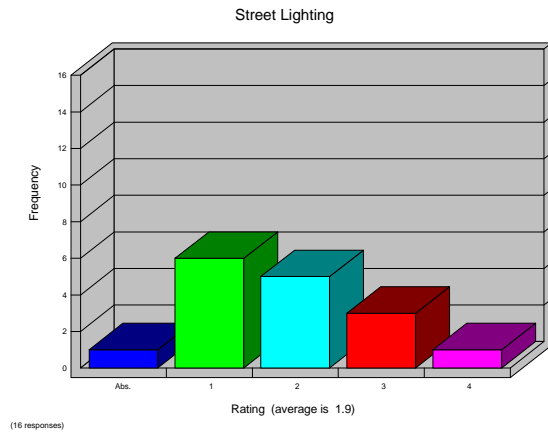


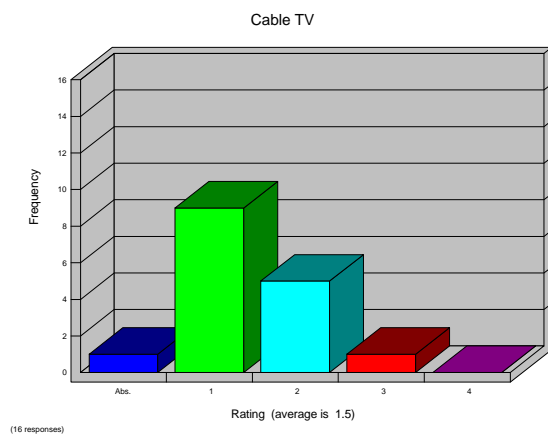
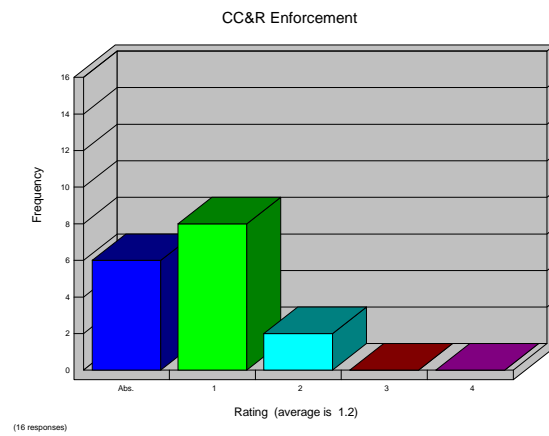
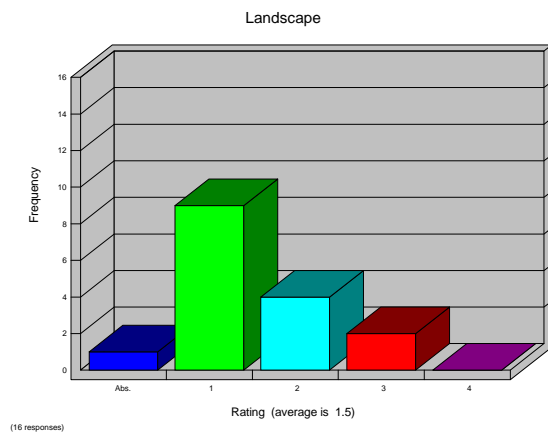
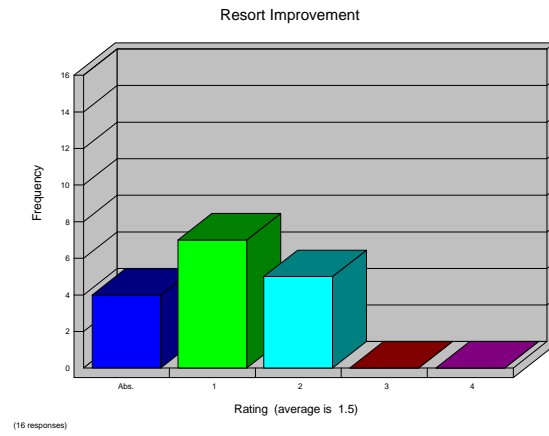
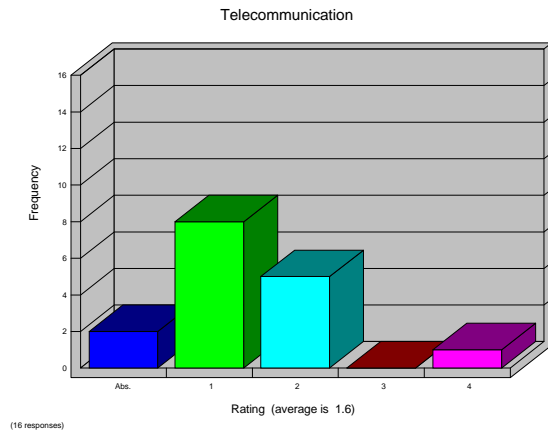
Harbors and Ports



Library

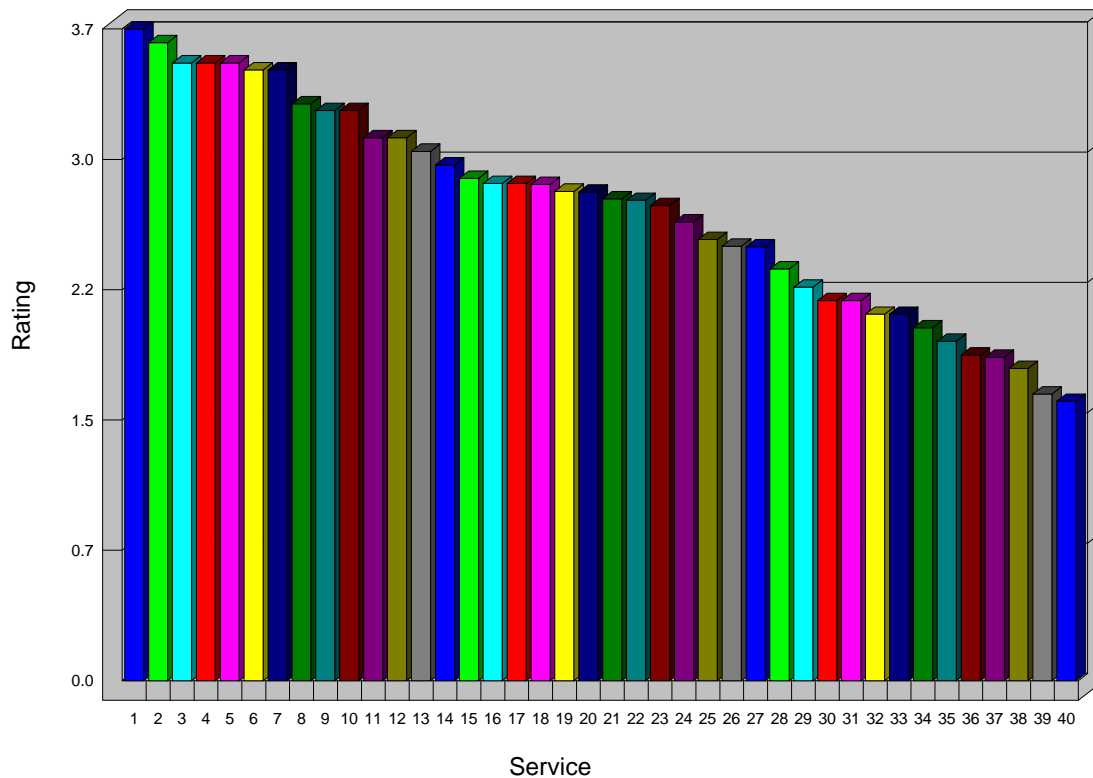






Group 2 – 13 Respondents

Extent of Review Needed



# Item	Average Rating	Variability
1. Potable Water	3.7	40%
2. Sanitation/Sewer	3.6	41%
3. Solid Waste	3.5	45%
4. Flood Control	3.5	50%
5. Schools	3.5	43%
6. Storm Drainage	3.5	49%
7. Fire	3.5	33%
8. Security and Law Enforcement	3.3	49%
9. Road Maintenance	3.2	59%
10. Transit and Para transit	3.2	38%
11. Electrical Production, Transmission or Distribution	3.1	76%
12. Parks and Recreation	3.1	48%

13. Gas	3.0	72%
14. Street Lighting	2.9	66%
15. Mosquito Abatement and Vector Control	2.8	51%
16. Irrigation Water	2.8	47%
17. Emergency Ambulance	2.8	47%
18. Airports	2.8	62%
19. Septic System	2.8	51%
20. Open space	2.8	59%
21. Reclaimed Water	2.7	46%
22. Levee Maintenance	2.7	41%
23. Resource Conservation	2.7	54%
24. Hospital	2.6	61%
25. Harbors and Ports	2.5	33%
26. Library	2.5	42%
27. Telecommunication	2.5	71%
28. Reclamation	2.3	44%
29. Code Enforcement	2.2	69%
30. Landscaping	2.2	63%
31. Bike paths	2.2	57%
32. Animal Control	2.1	55%
33. Land Use and permitting	2.1	88%
34. Snow Removal	2.0	50%
35. Weed Abatement	1.9	48%
36. Tree maintenance	1.8	44%
37. Cemetery	1.8	53%
38. Cable TV	1.8	59%
39. Resort Improvement	1.6	57%
40. CCR Enforcement	1.6	57%

1 Sanitation/Sewer

4.0 Include agriculture conversion service capacity.

2 Solid Waste

4.0 Include recycling/waste reduction measures.

3 Flood Control

4.0 Isn't flood control the same as storm drainage?

2.0 Defer to regional, state and fed. Oversight

4 Schools

A I am not clear what is meant. What service are we talking about? Education?

5 Fire

- 3.0 Level of review should vary based on local conditions, local LAFCO policies, rural or urban area, existing coordination among service providers, recent studies that have been conducted, efficiency of service providers, expectations and funding available.

6 Security and Law Enforcement

- 4.0 Law enforcement should include traffic code enforcement, and the CHP should be included for unincorporated territory.

7 Road Maintenance

- 1.0 City or county mandate in place

8 Electrical Production, Transmission or Distribution

- 4.0 Substantial local fiscal implications - infrastructure, rates, etc.

9 Gas

- 3.0 Infrastructure, fiscal impact on small users
 - A Natural gas is provided by private entities in our jurisdiction.

10 Irrigation Water

- 2.0 Unless on urban fringe where conversion to M&I pressures may ensue.
 - A Doesn't apply to my jurisdiction
 - A Doesn't apply to our agency. Irrigation water is covered under potable water or recycled water.

11 Emergency Ambulance

- 3.0 Quality of life, fiscal implications
 - A This service is privately operated in our jurisdiction. Paramedic response would, however, be covered under the fire service review.

12 Airports

- 1.0 Defer to fed, state
 - A No airport in our area.
 - A No airports within/near my jurisdiction
 - A None in my jurisdiction
 - A No airports located within our jurisdiction.

13 Septic System

- A None in my jurisdiction
- A Septic systems not allowed in new development areas within our jurisdiction.

14 Open space

- 2.0 Should be encouraged

15 Reclaimed Water

- 2.0 Defer to state agency oversight, not LAFCO

16 Levee Maintenance

- A None in my jurisdiction
- A Does not apply within our jurisdiction.
- A Nevada Co - we don't have any

17 Hospital

- 3.0 Fiscal viability, quality of life in rural settings
- A Not owned by city in my jurisdiction
- A Hospitals are privately owned and operated in our jurisdiction.
- A In Nevada County, we only have one hospital district. I would have a tough time evaluating it, but I think a good evaluation would look at alternative service structures (like privatizing).

18 Harbors and Ports

- 2.0 Defer to federal, state, regarding oversight
- A No harbor or port near jurisdiction
- A Central Valley city - with no harbors or port
- A None in my jurisdiction
- A No harbors or ports within our jurisdiction.

19 Telecommunication

- 4.0 Telecommunications - phone, Internet access, cable TV, data transport - is a huge set of issues. It's changing rapidly, and will require a great deal of technical expertise when evaluating. The field has a lot of private, and some public providers.
- 2.0 Defer to PUC, FCC
- A Privately operated within our jurisdiction.

20 Reclamation

- A None in my jurisdiction
- A I am assuming that reclamation is attached to levee review and not reclamation of wastewater (some folks use recycled water and reclaimed water interchangeable). Under my assumption this does not apply to our agency.
- A Nevada County - no reclamation districts

21 Land Use and permitting

- 4.0 Should be considered in an evaluation - not necessarily evaluated.

22 Snow Removal

- A California
- A Central Valley
- A Central Valley city with no snow
- A None in my jurisdiction
- A Does not apply to our jurisdiction.

23 Cemetery

- A Cemeteries are privately operated in our jurisdiction.

24 Cable TV

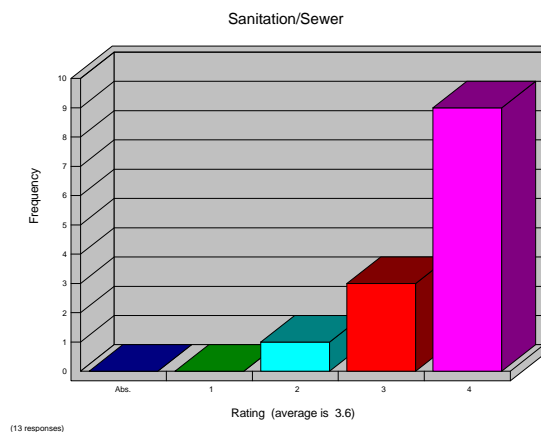
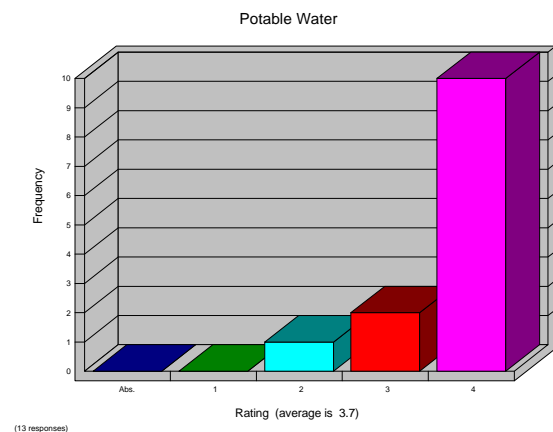
- 3.0 Present oversight typically inadequate
- 3.0 Good place to look at private vs. public provision
- 1.0 What would you review!?! If a city enters into a poor franchise agreement, that is a matter solely for the city and residents.

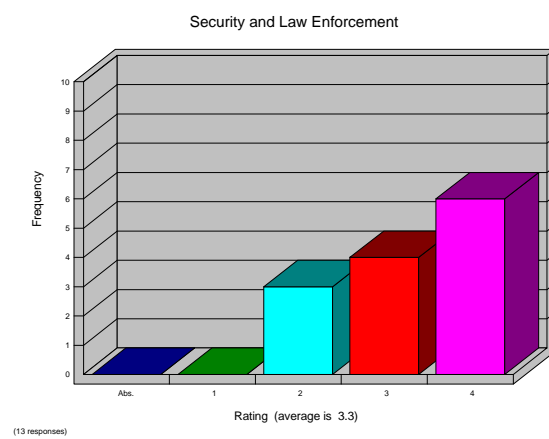
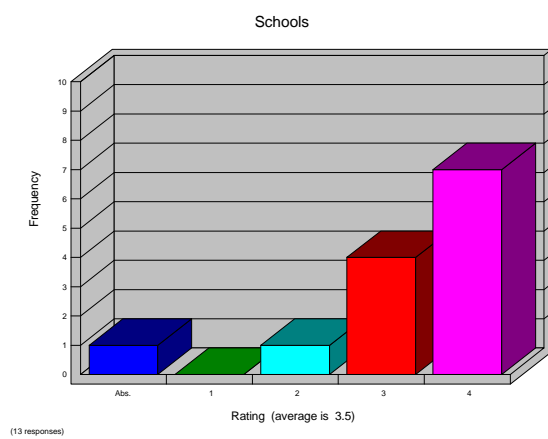
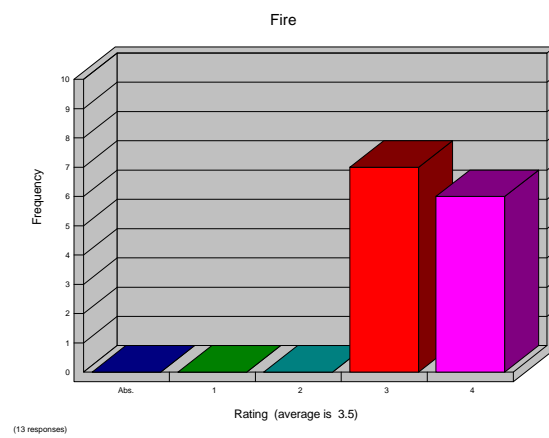
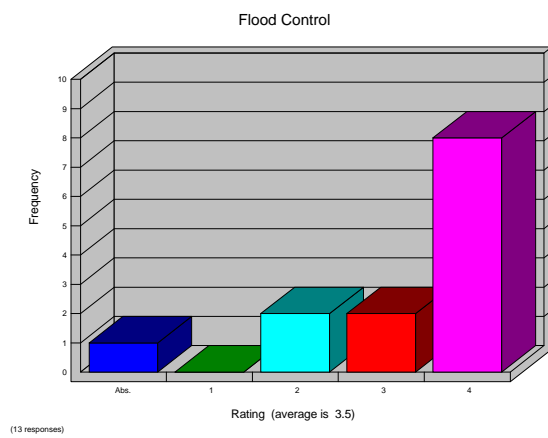
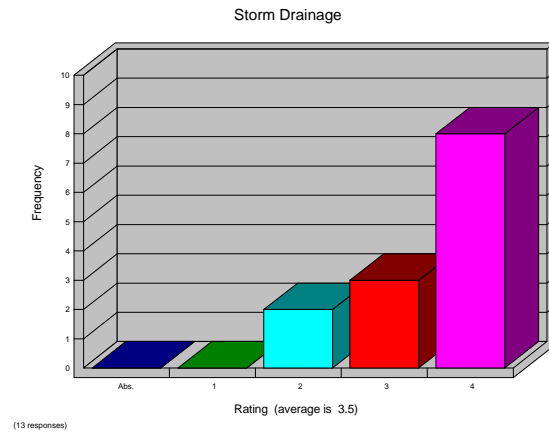
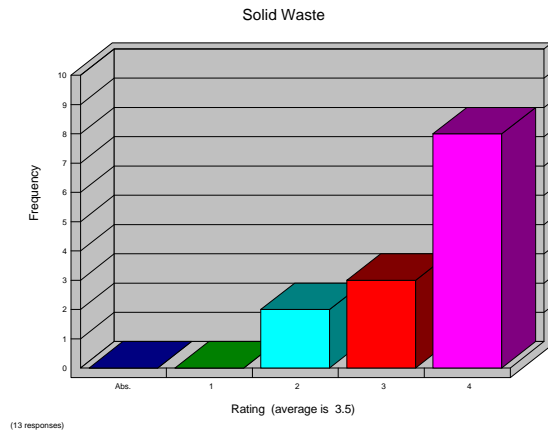
25 Resort Improvement

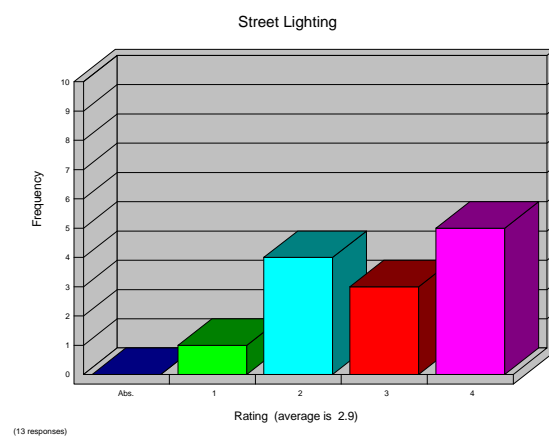
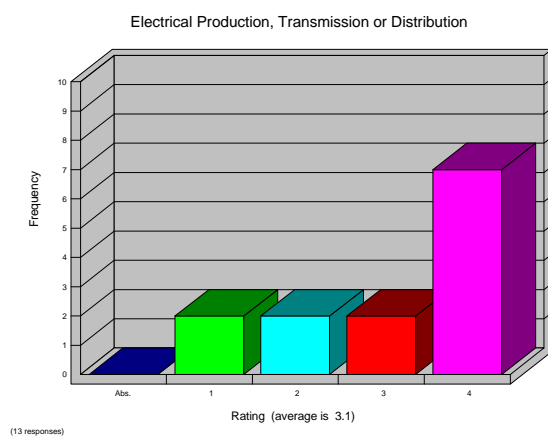
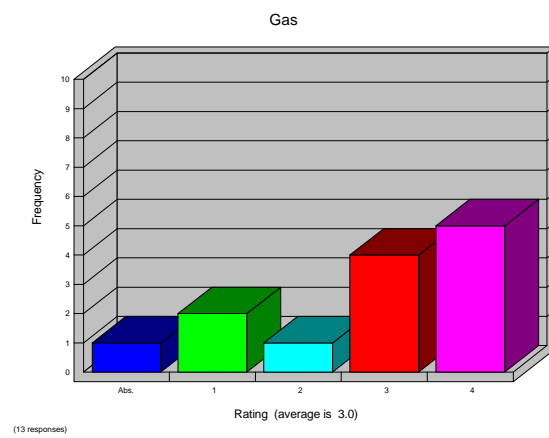
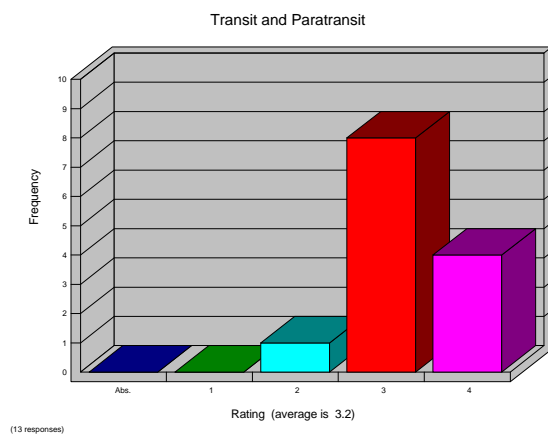
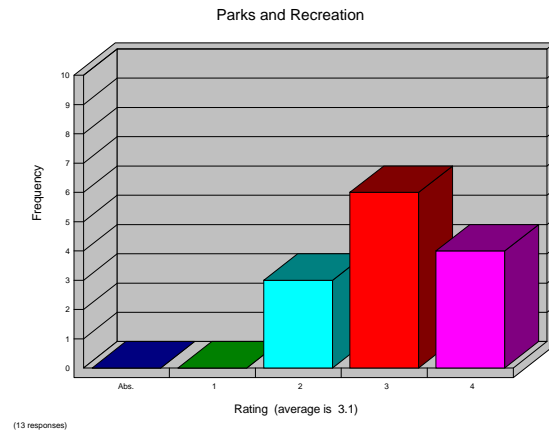
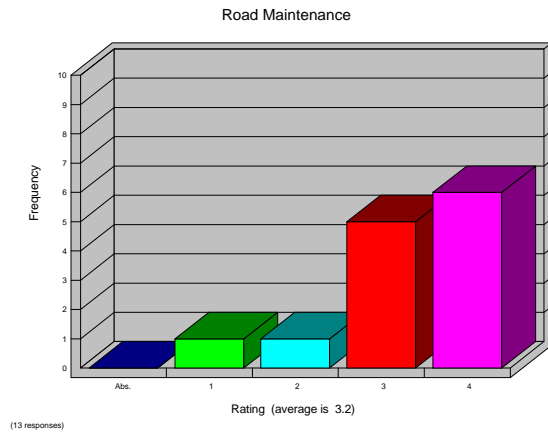
- 1.0 Defer to fed. State, regional oversight
- A Don't know what this is
- A None in my jurisdiction
- A Does not apply to our jurisdiction.
- A Nevada Co - don' have them

26 CCR Enforcement

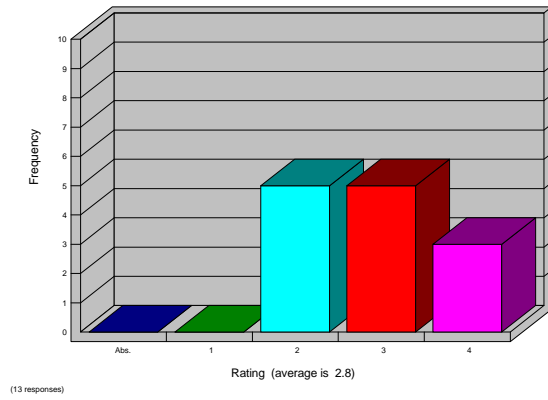
- 1.0 Enforcement of the conditions of CCR is a private matter between HOA (Home Owners Association) and the homeowner. If the HOA provides quasi-public service (park maintenance, road maintenance) then the HOA should be compared to public providers in that regard.
- A City of Sacramento



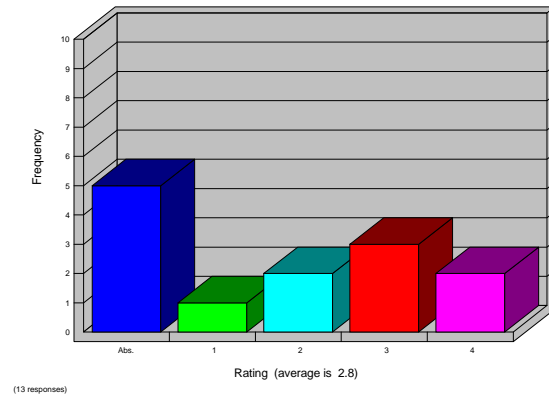




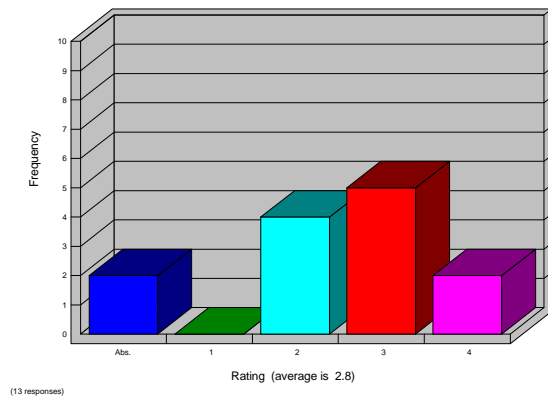
Mosquito Abatement and Vector Control



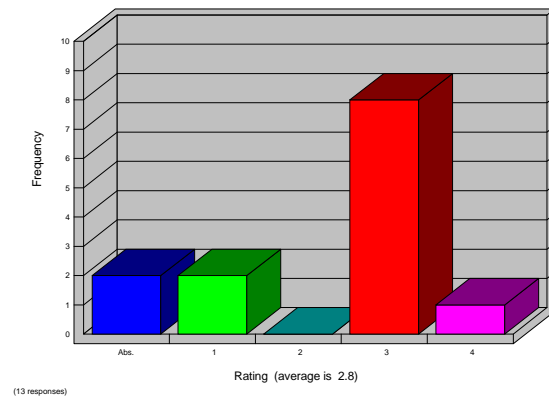
Airports



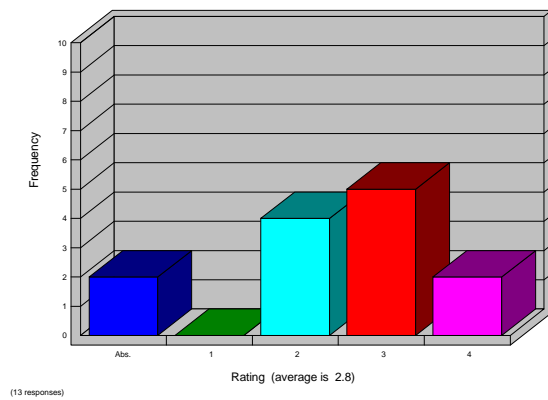
Irrigation Water



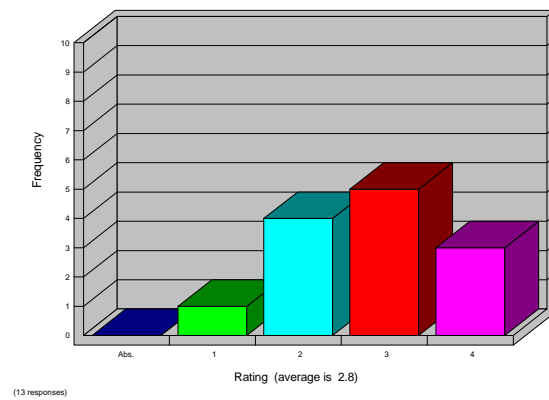
Septic System

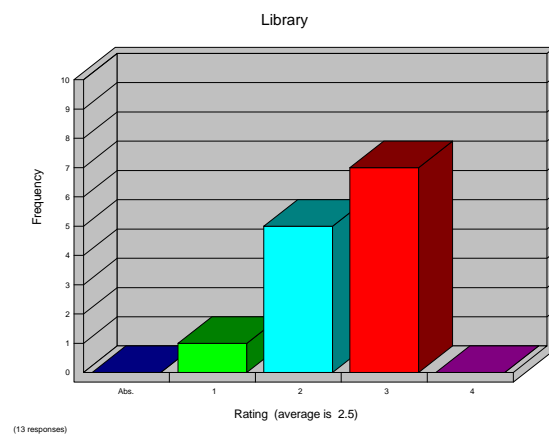
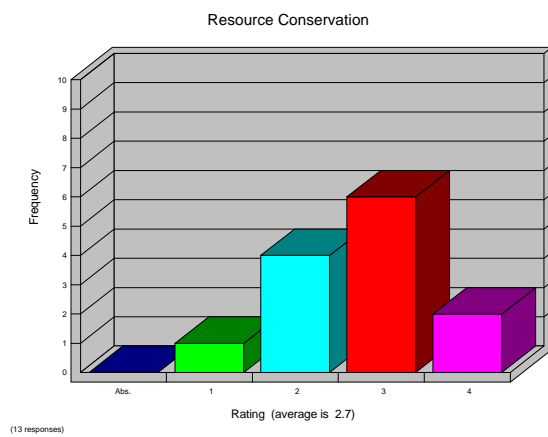
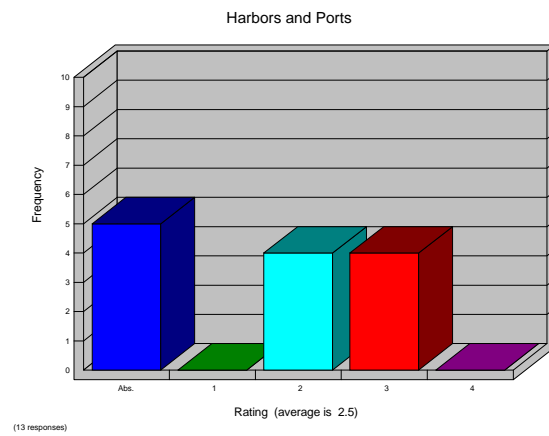
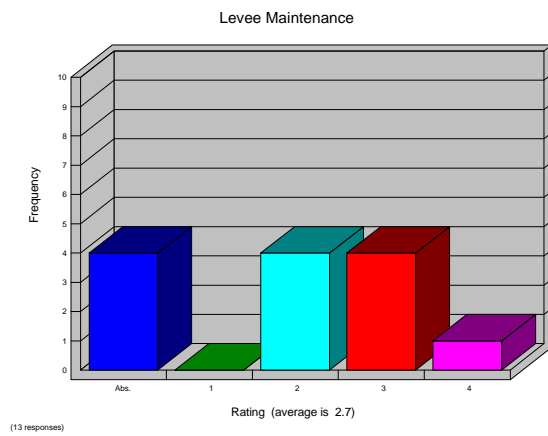
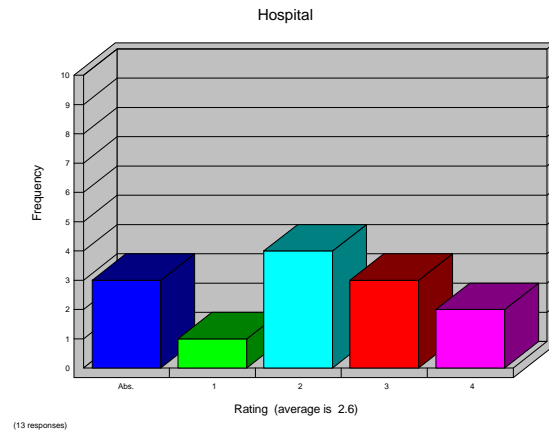
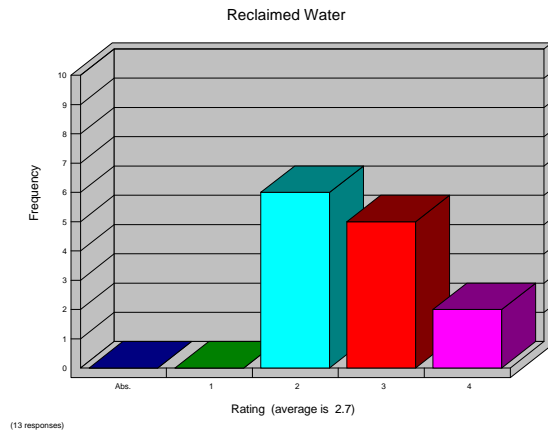


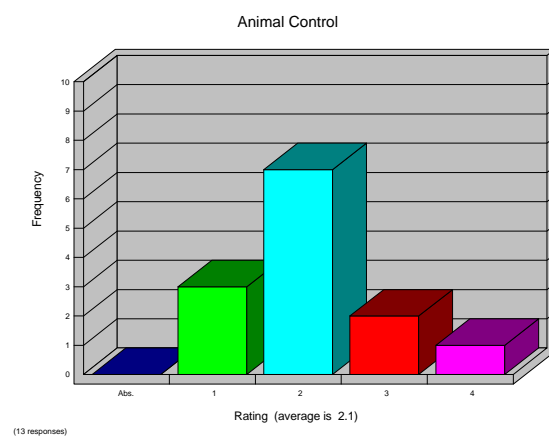
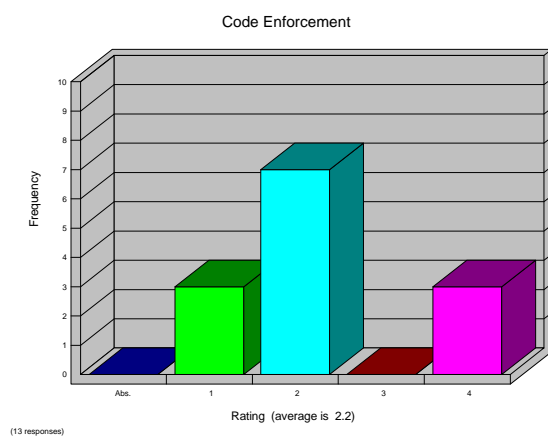
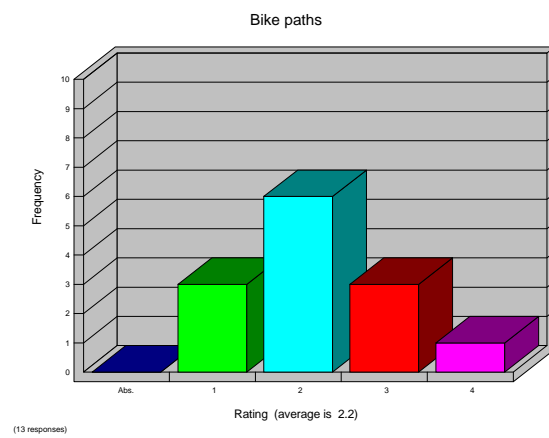
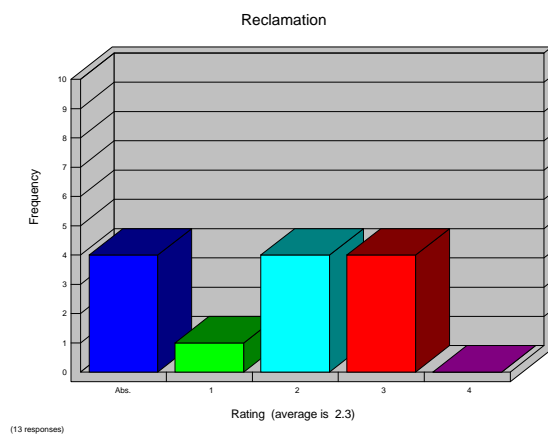
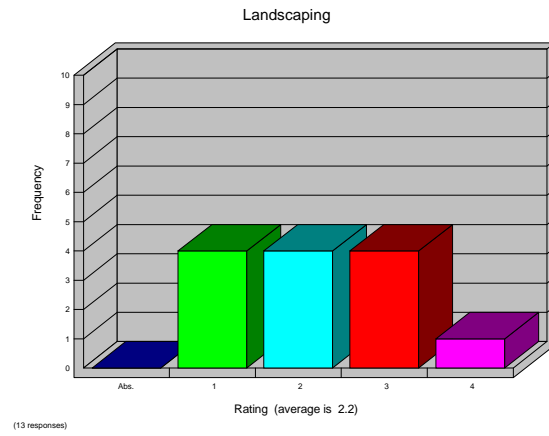
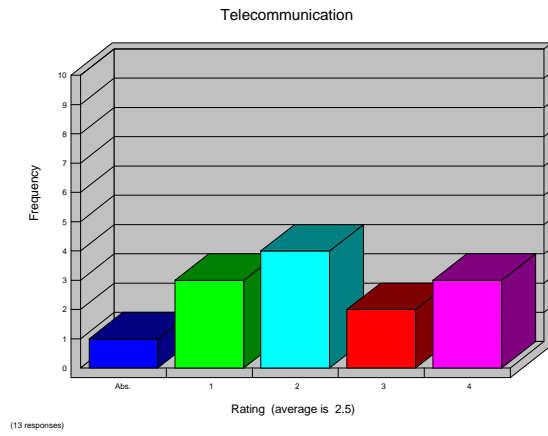
Emergency Ambulance

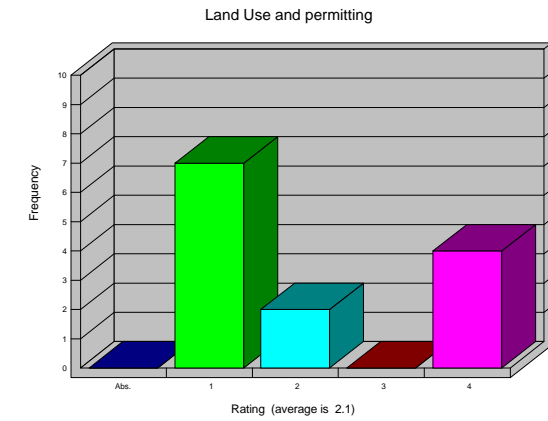


Open space

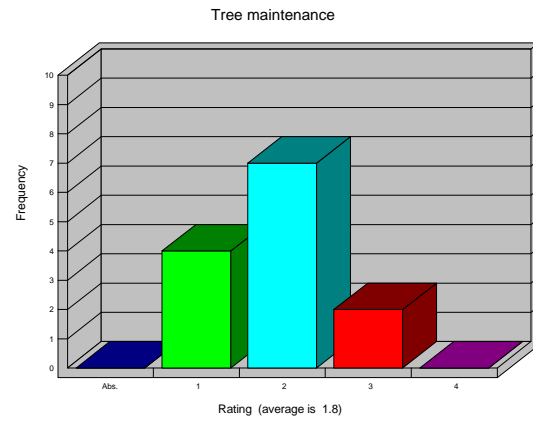








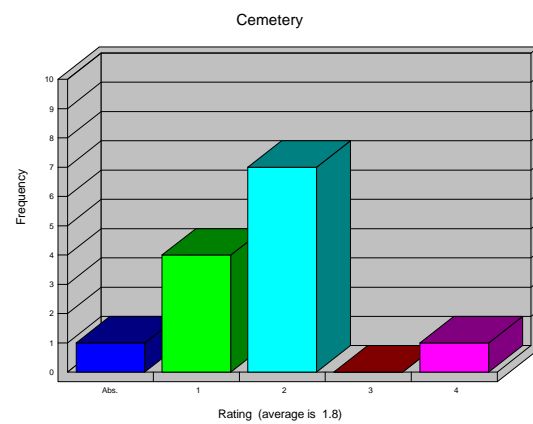
(13 responses)



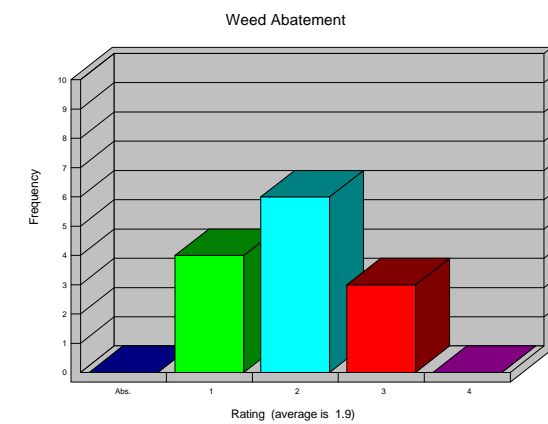
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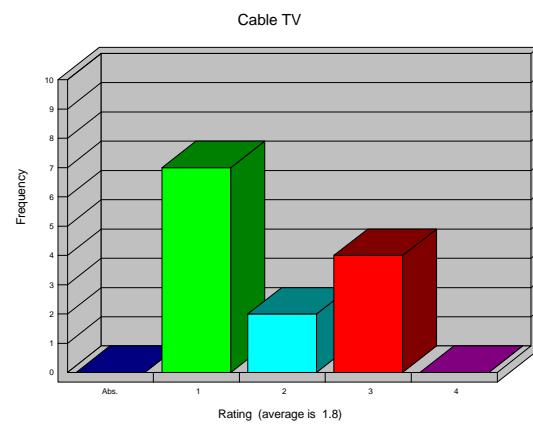
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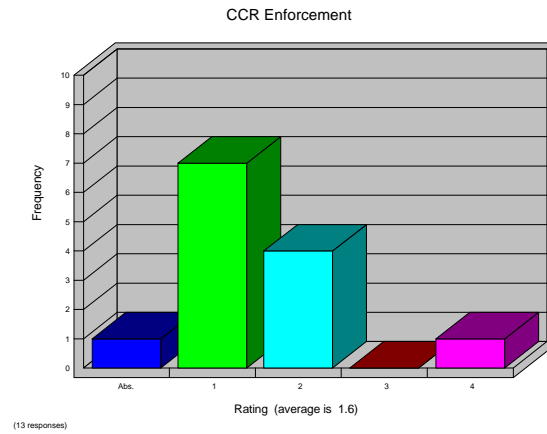
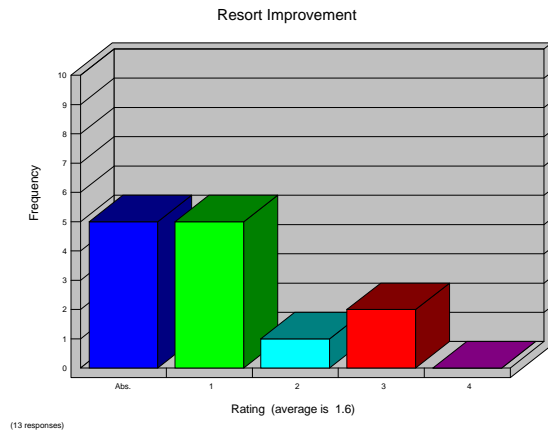
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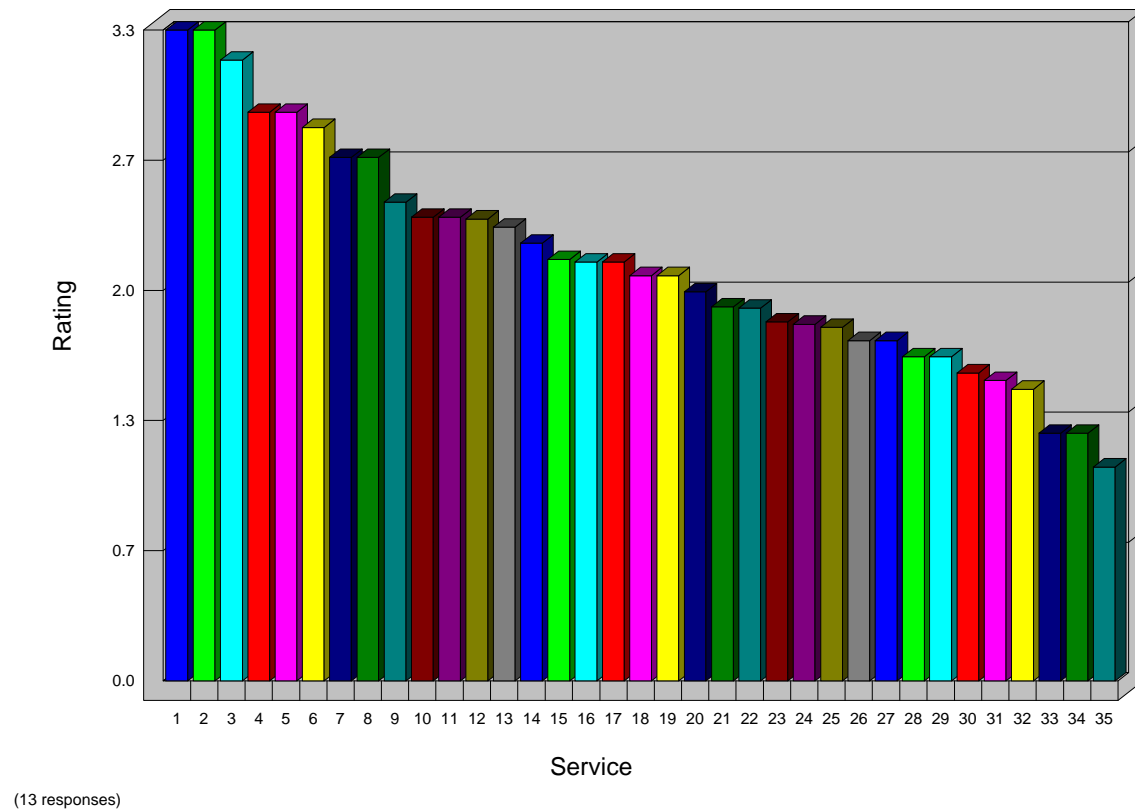


(13 responses)



Group 3 – 13 Respondents

Extent of Review Needed



# Item	Average Rating	Variability
1. Sanitation/Sewer	3.3	47%
2. Fire	3.3	40%
3. Potable Water	3.2	63%
4. Solid Waste	2.9	55%
5. Flood Control	2.9	41%
6. Storm Drainage	2.8	57%
7. Security and Law Enforcement	2.7	48%
8. Road Maintenance	2.7	48%
9. Emergency Ambulance	2.5	72%
10. Street Lighting	2.4	41%
11. Transit and Para transit	2.4	61%
12. Harbors and Ports	2.4	81%
13. Ground Water Recharge Districts	2.3	73%
14. Airports	2.3	48%
15. Septic System (Maintenance)	2.2	59%
16. Irrigation Water	2.2	68%
17. Parks and Recreation	2.2	51%
18. Hospital	2.1	69%
19. Gas	2.1	57%
20. Electrical Production, Transmission or Distribution	2.0	60%
21. Mosquito Abatement and Vector Control	1.9	41%
22. Reclaimed Water	1.9	63%
23. Animal Control	1.8	51%
24. Telecommunication	1.8	36%
25. Levee Maintenance	1.8	55%
26. Library	1.8	28%
27. Resource Conservation (Soil)	1.8	39%
28. Reclamation	1.7	41%
29. Cable TV	1.7	41%
30. Cemetery	1.6	32%
31. Snow Removal	1.5	33%
32. Graffiti Abatement	1.5	57%
33. Mailbox Maintenance	1.3	29%
34. Crossing Guards (School Zones)	1.3	29%
35. Resort Improvement	1.1	20%

1 Sanitation/Sewer

- 4.0 Use existing sewer master plans
- 3.5 Sewer service and the availability goes hand-in-hand with the preservation of groundwater.
- 3.0 Should look at administrative and overhead costs and where that money goes for
- 3.0 Utilize technical data provided by service provider as available
- 3.0 Could be 4 in sensitive cases
- 2.0 Information in EIR LAFCO is given can be used for review that provides necessary information.

2 Fire

- 3.0 Where there are watershed situations.
- 2.0 Info in EIR for LAFCO to review, no further reporting necessary.

3 Potable Water

- 4.0 Due to the critical shortage in California, should be evaluated County wide as well as Statewide.
- 4.0 To water master plan level only - existing water master plans should be utilized
- 4.0 Water is becoming a state concern and it's the only resource we can't live without.
- 4.0 Applies only to districts and cities who supply water
- 3.5 Water is crucial to growth and development of an area.
- 3.0 Should not need an engineered analysis. A city's master plan should suffice.
- 3.0 Should review technical data provided by the service provider, not create independent data
- 3.0 Could be 4 in sensitive cases
- 2.0 LAFCO to review info in EIR no further analysis needed.

4 Solid Waste

- 2.0 Many city's contract for this service. The county coordinates solid waste disposal / landfill issues.
- 2.0 Info in EIR no further review by LAFCO necessary.

5 Flood Control

- 4.0 Water should not be wasted
- 3.0 Could be 4 in flood-prone areas
- 2.0 Info in EIR for LAFCO review.

6 Storm Drainage

- 3.0 Especially where there are slopes and irregular topography.
- 2.0 Could be 3 or even 4 in areas prone to inundation
- 2.0 Info in EIR given to LAFCO to review.

7 Security and Law Enforcement

- 2.0 Info in EIR for LAFCO to review.

8 Road Maintenance

- 1.0 Local jurisdiction responsibility not LAFCOs.

9 Emergency Ambulance

- 1.0 Not usually a municipal service. Usually contracted.
- 1.0 Info in EIR for LAFCO review.

10 Street Lighting

- 1.0 Local agencies responsibility in EIR not LAFCO responsibility.

11 Transit and Para transit

- 2.0 Info in EIR LAFCO can review document.

12 Harbors and Ports

- 2.0 If appropriate info will be in EIR for LAFCO to review.
- A Does not apply to our area

13 Ground Water Recharge Districts

- 2.0 Only to extent that the goals of the groundwater recharge program are being achieved
- 2.0 Info in EIR for LAFCO review

14 Airports

- 2.0 Info in EIR if appropriate LAFCO can review.

15 Septic System (Maintenance)

- 1.0 Local jurisdiction responsibility.

16 Irrigation Water

- 2.0 Info in EIR, LAFCO has required information
- 1.0 Not usually a municipal service.
- 1.0 Applies only to irrigation districts

17 Parks and Recreation

- 2.0 Adequate information in EIR for LAFCO review.
- 1.0 This is a policy issue for individual cities. What level of service do they want to provide based on their quality of life goals?

18 Hospital

- 1.0 Not a LAFCO responsibility.

19 Gas

- 1.0 Not LAFCOs responsibility.
- A LAFCOs have no authority

20 Electrical Production, Transmission or Distribution

- 1.0 Already regulated and reviewed by federal and state agencies

- 1.0 Power companies provide response to local government if they can provide service not a LAFCO responsibility.

A LAFCOs have no authority over electricity or gas

21 Mosquito Abatement and Vector Control

- 2.0 Info in EIR with appropriate mitigation for LAFCO to review.

22 Reclaimed Water

- 2.0 Info in EIR

- 1.0 Part of the sanitation/sewer service review

A Does not apply.

23 Animal Control

- 2.0 Info in EIR not really LAFCO responsibility.

24 Telecommunication

- 1.0 Info in EIR not a LAFCO responsibility.

A LAFCOs have no authority

25 Levee Maintenance

- 2.0 Info in EIR for LAFCO to review with any appropriate mitigation required.

26 Library

- 2.0 Info in EIR if appropriate for LAFCO to review.

27 Resource Conservation (Soil)

- 2.0 Info required in EIR, LAFCO can review.

28 Reclamation

- 2.0 Information in EIR, LAFCO can review document.

29 Cable TV

- 1.0 Not LAFCO responsibility.

A LAFCOs have no authority

30 Cemetery

- 1.0 Not a LAFCO responsibility.

31 Snow Removal

- 2.0 Depends on location

- 1.0 Not LAFCO responsibility local jurisdictions responsibility.

32 Graffiti Abatement

- 1.0 Municipal responsibility not LAFCO's

33 Mailbox Maintenance

- 1.0 Kern County has 2 CSD's in rural areas with this power added to their principal act by state law

1.0 Post office responsibility not LAFCOs.

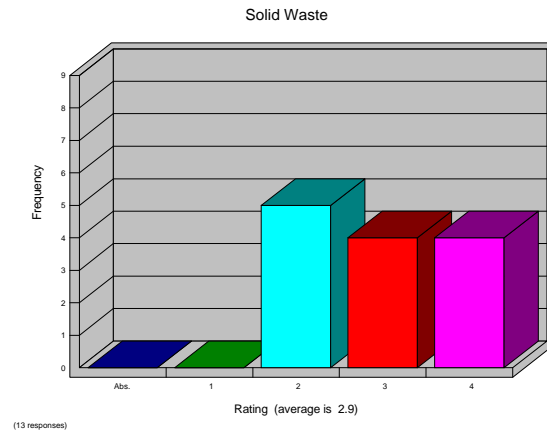
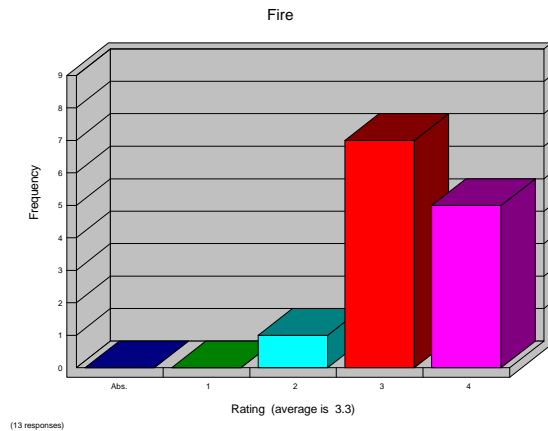
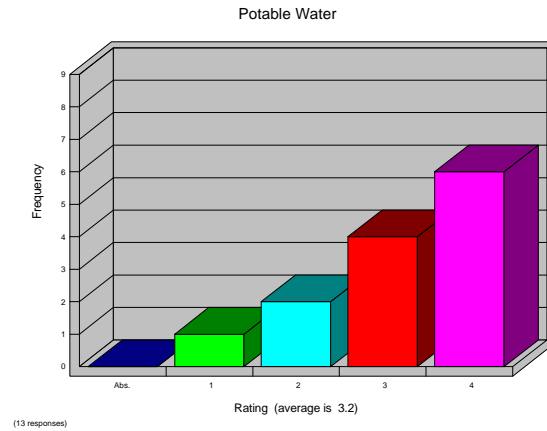
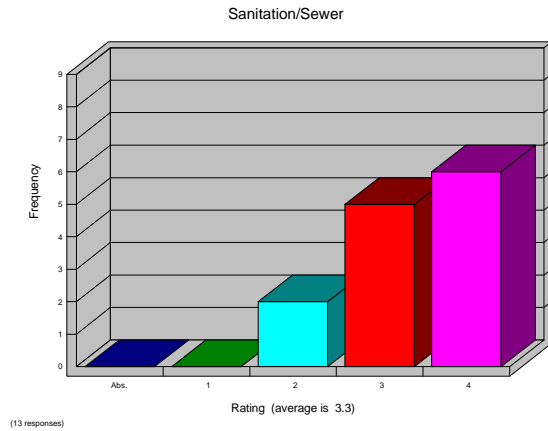
34 Crossing Guards (School Zones)

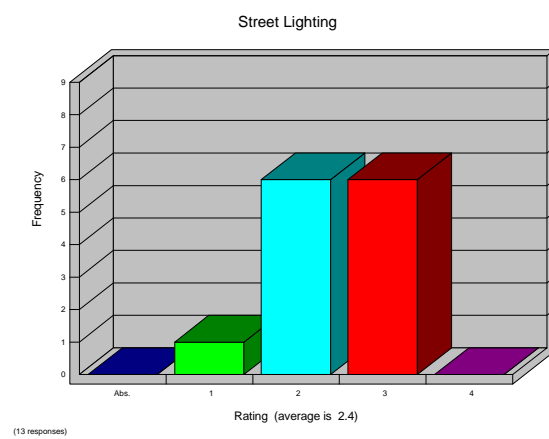
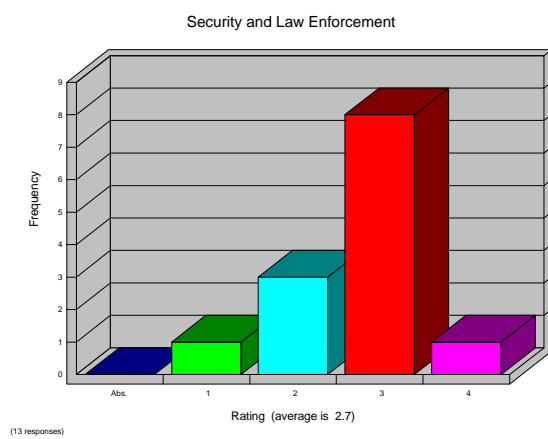
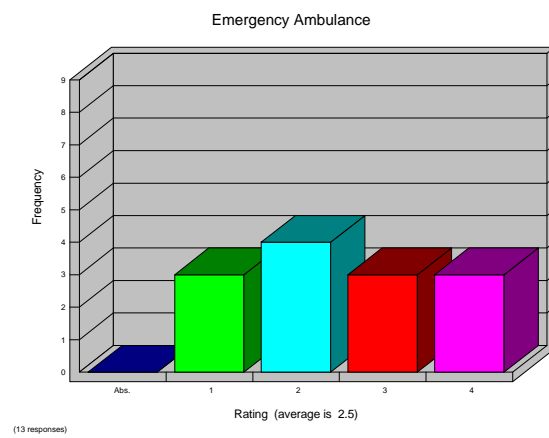
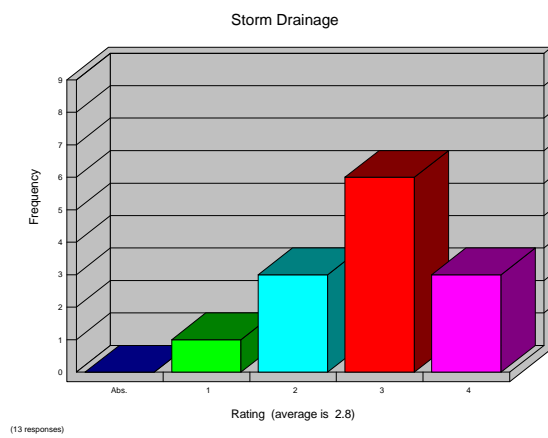
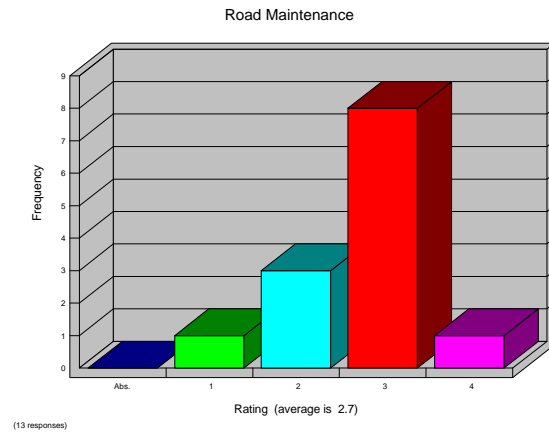
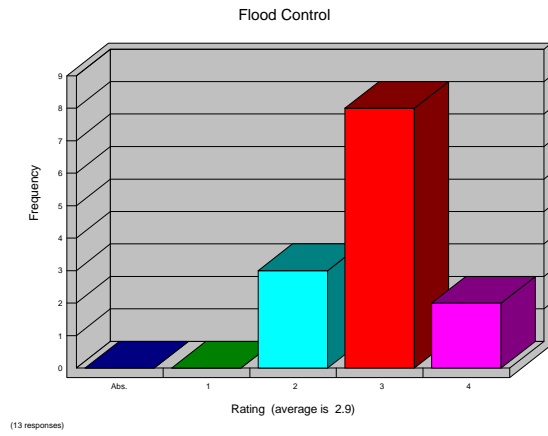
1.0 Responsibility of School District not LAFCO.

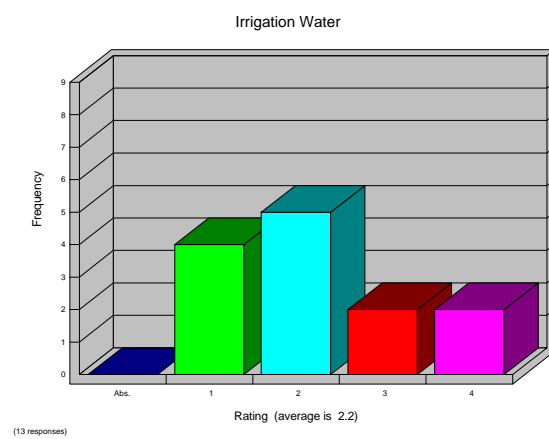
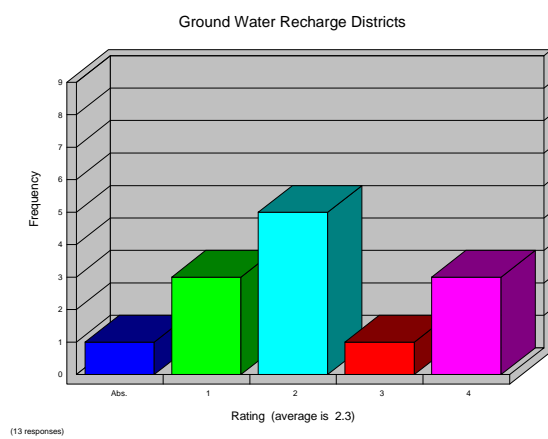
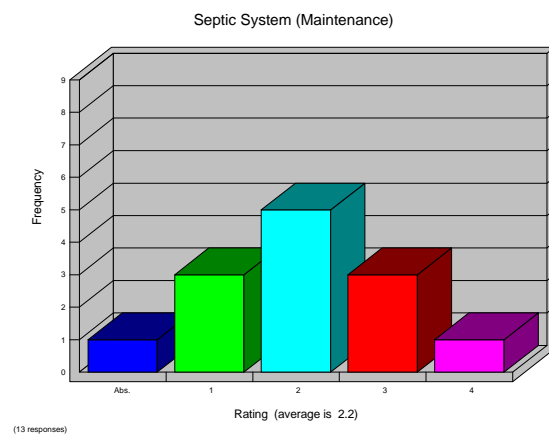
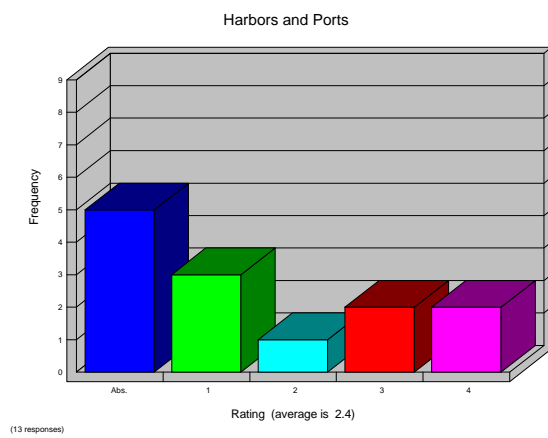
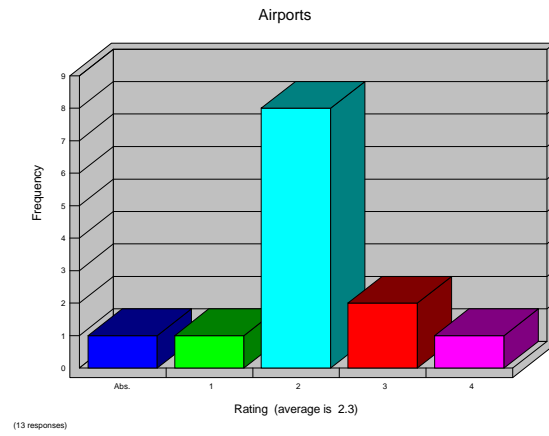
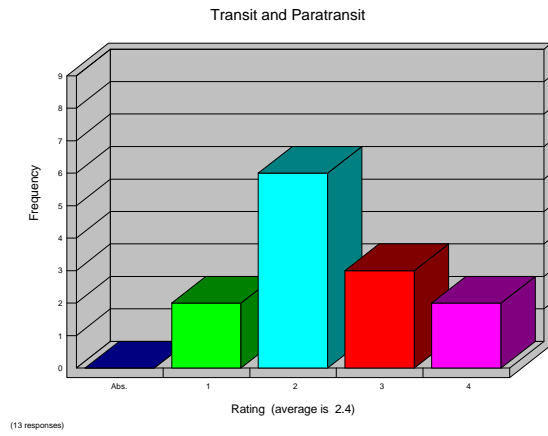
35 Resort Improvement

1.0 Depending on location should be covered in EIR for LAFCO review if necessary.

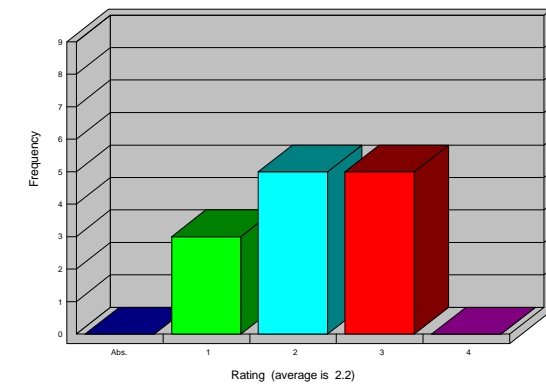
A Does not apply



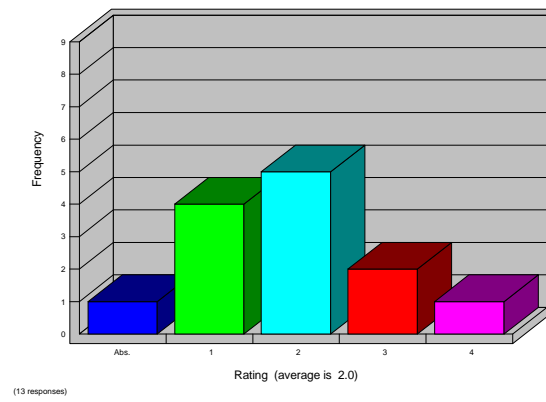




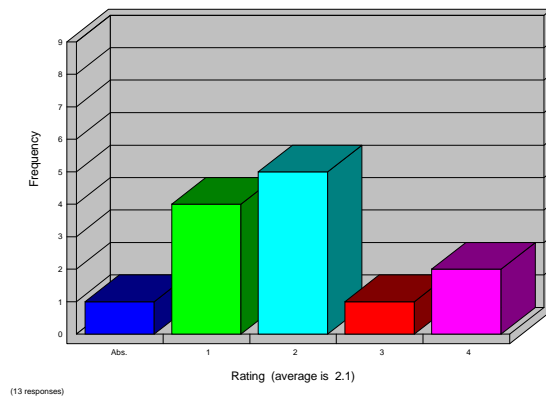
Parks and Recreation



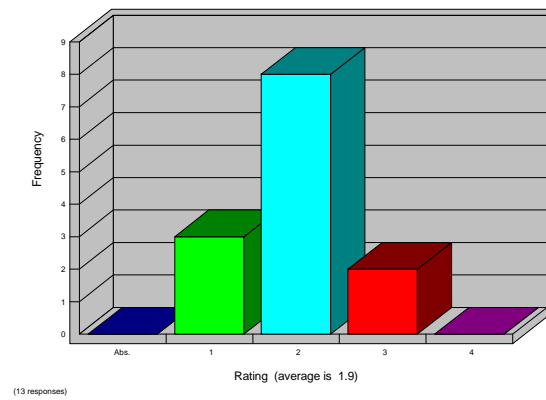
Electrical Production, Transmission or Distribution



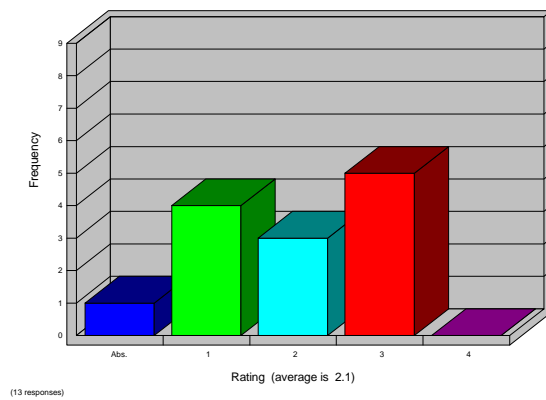
Hospital



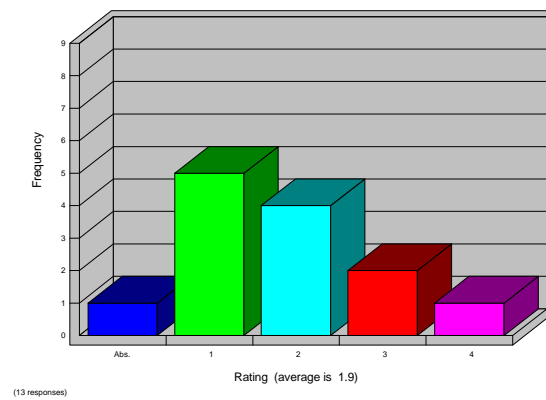
Mosquito Abatement and Vector Control

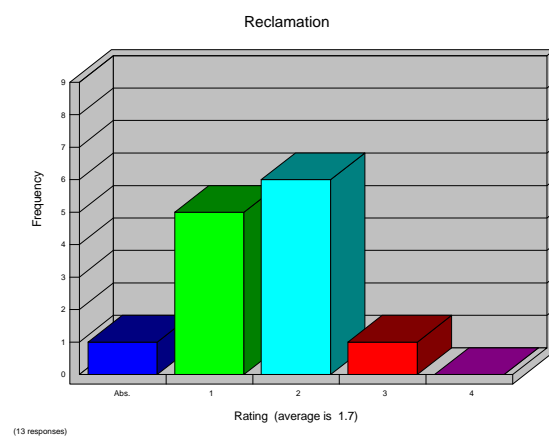
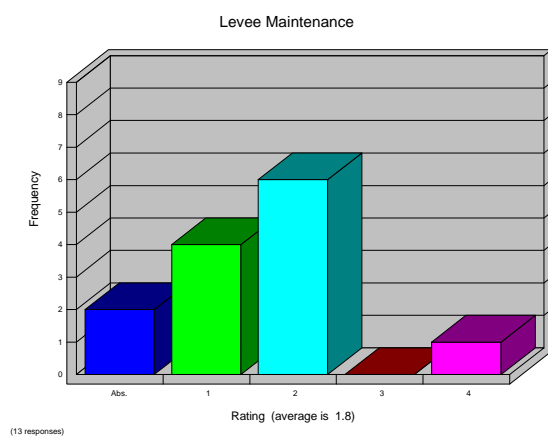
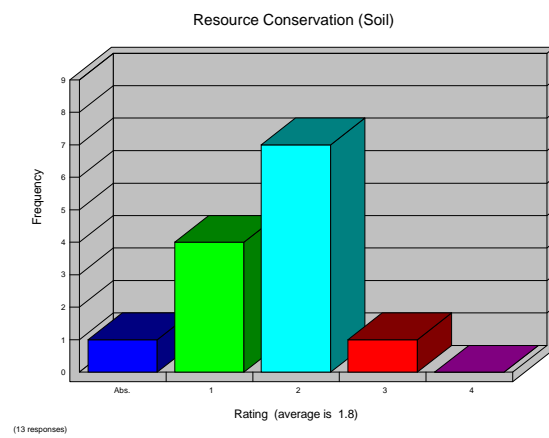
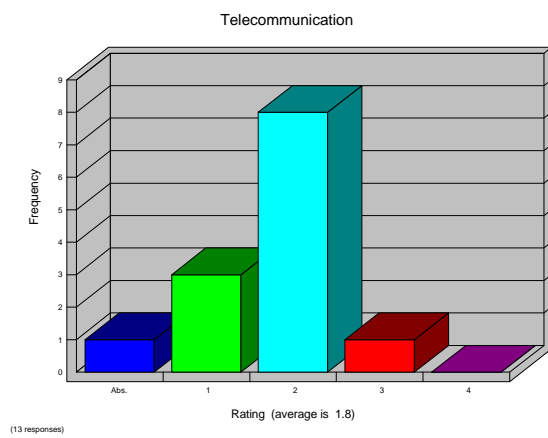
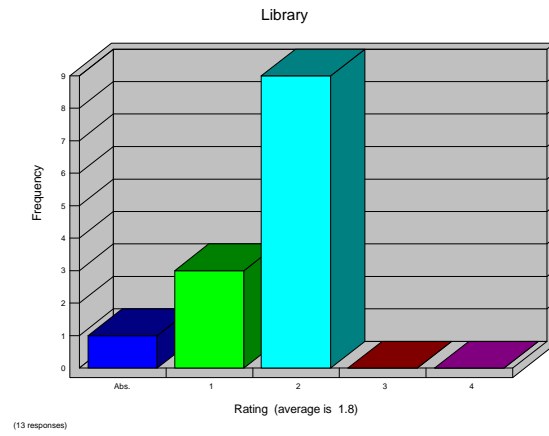
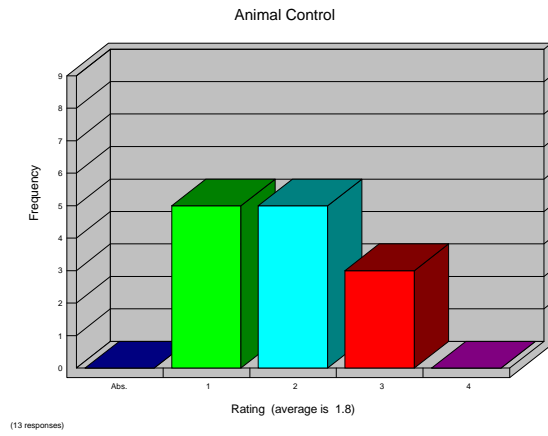


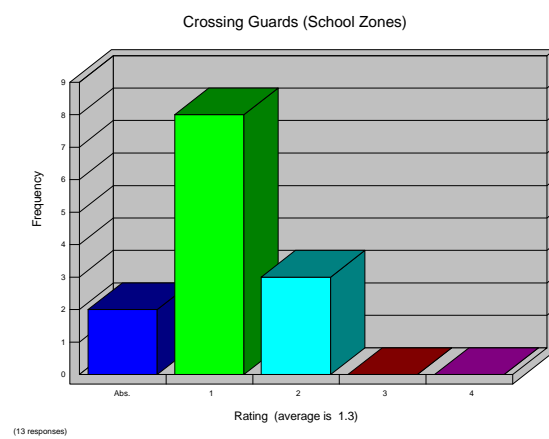
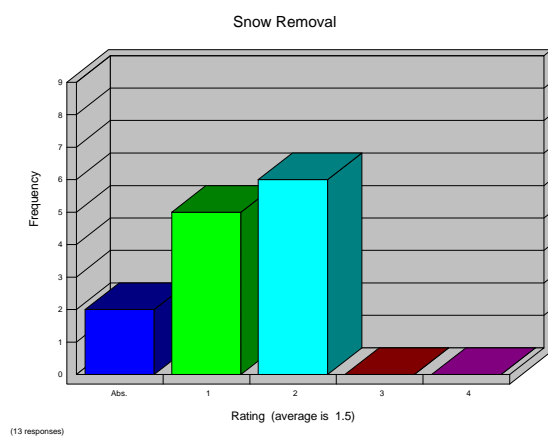
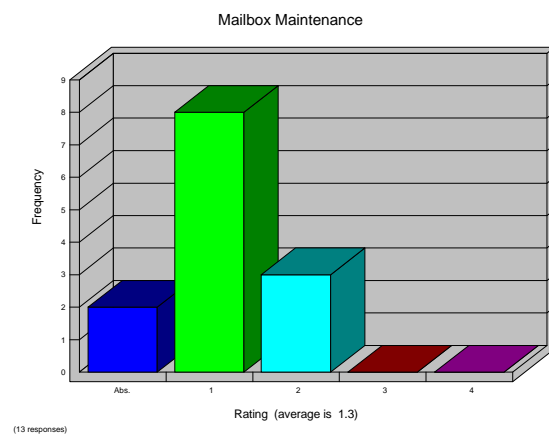
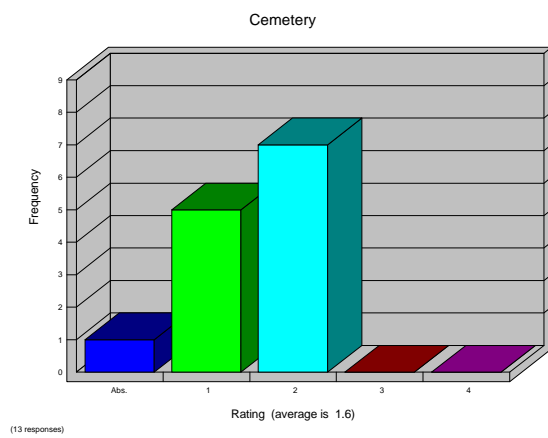
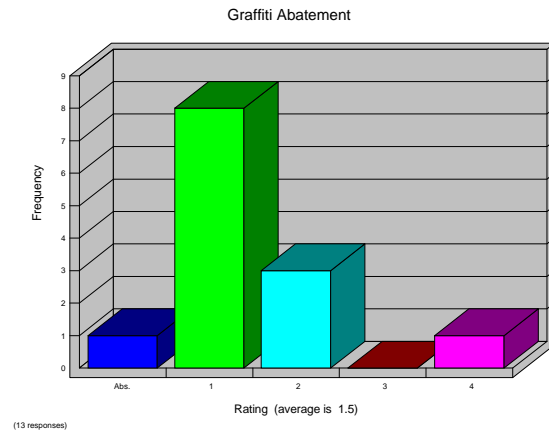
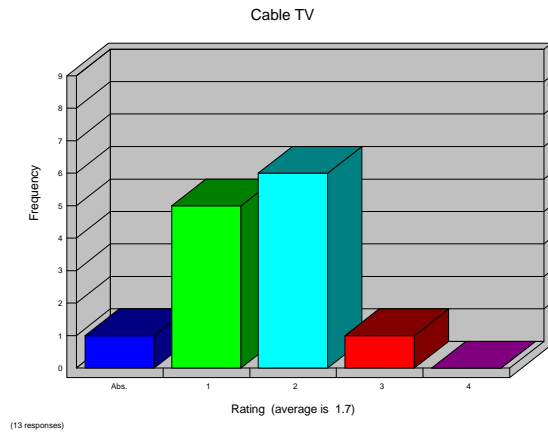
Gas

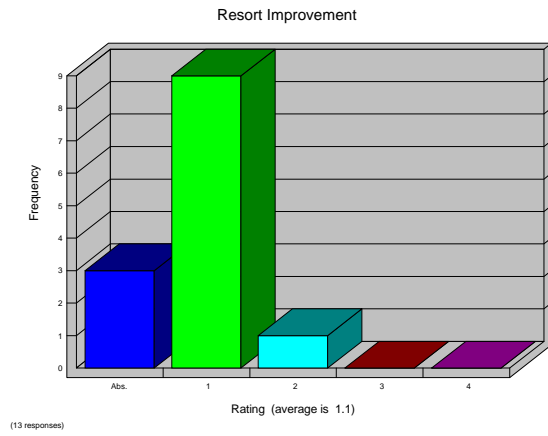


Reclaimed Water



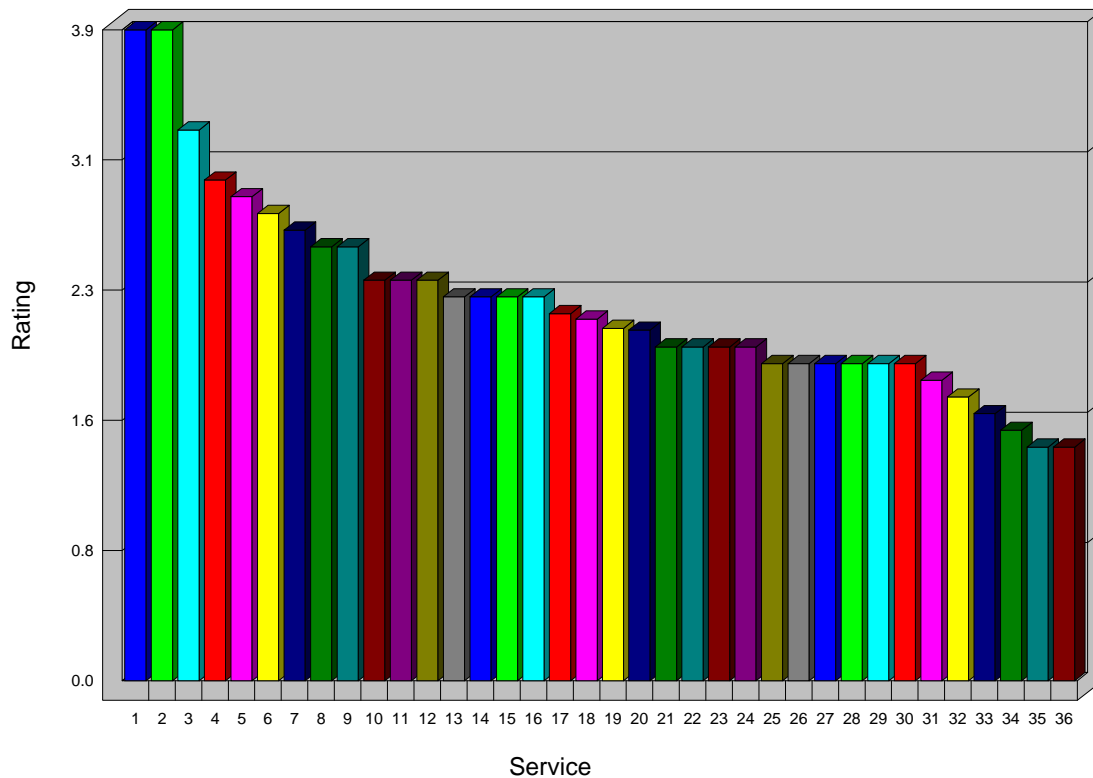






Group 4 – 10 Respondents

Extent of Review Needed



# Item	Average Rating	Variability
1. Potable Water	3.9	20%
2. Sanitation/Sewer	3.9	20%
3. Storm Drainage	3.3	60%
4. Fire	3.0	59%
5. Flood Control	2.9	69%
6. Security and Law Enforcement	2.8	71%
7. Solid Waste	2.7	73%
8. Ground Water Recharge Districts	2.6	74%
9. Street Lighting	2.6	53%

10. Electrical Production, Transmission or Distribution	2.4	74%
11. Road Maintenance	2.4	53%
12. Septic System	2.4	74%
13. Emergency Ambulance	2.3	60%
14. Parks and Recreation	2.3	52%
15. Hospital	2.3	60%
16. Airports	2.3	60%
17. Redevelopment & Economic Development	2.2	71%
18. Harbors and Ports	2.2	71%
19. Levee Maintenance	2.1	37%
20. Schools	2.1	62%
21. Irrigation Water	2.0	51%
22. Telecommunication	2.0	51%
23. Resource Conservation	2.0	66%
24. Gas	2.0	62%
25. Library	1.9	46%
26. Mosquito Abatement and Vector Control	1.9	55%
27. Cable TV	1.9	62%
28. Transit and Para transit	1.9	55%
29. Planning, Zoning, & Permit Services	1.9	69%
30. Landscaping & Maintenance	1.9	69%
31. Cemetery	1.8	49%
32. Reclamation	1.7	59%
33. Reclaimed Water	1.6	44%
34. Animal Control	1.5	33%
35. Resort Improvement	1.4	53%
36. Snow Removal	1.4	32%

1 Potable Water

4.0 It is essential

2 Sanitation/Sewer

4.0 Essential

3 Storm Drainage

4.0 4

4 Harbors and Ports

- A Tracy does not have a harbor or port
- A Visalia - not near water
- A Tulare Co.

5 Resource Conservation

2.0 Agriculture land protection policies important

6 Mosquito Abatement and Vector Control

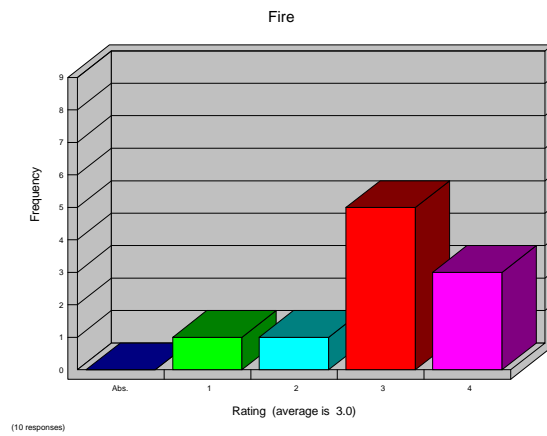
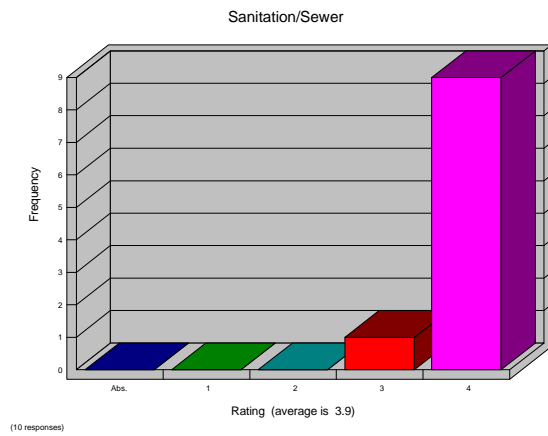
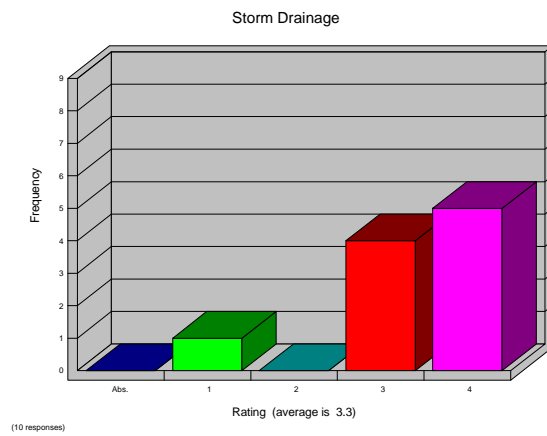
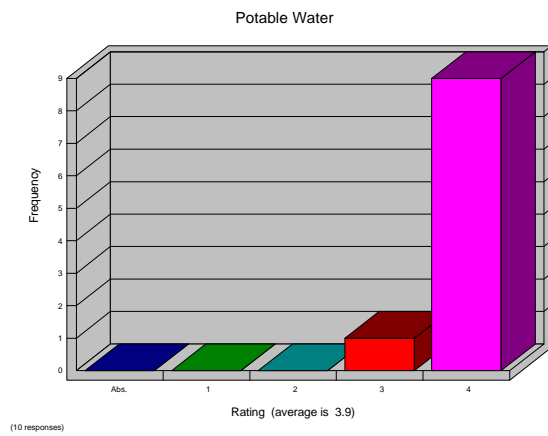
1.0 I have never understood this to be a public policy problem

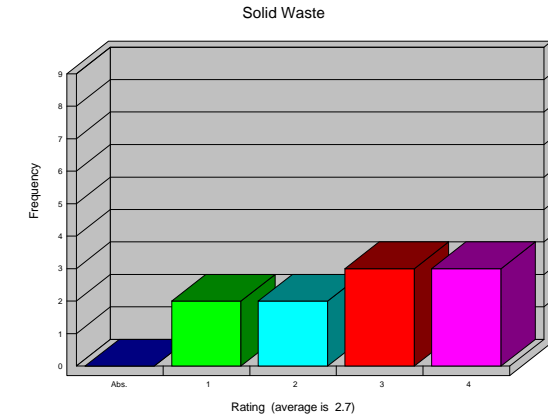
7 Resort Improvement

A Visalia - no resorts

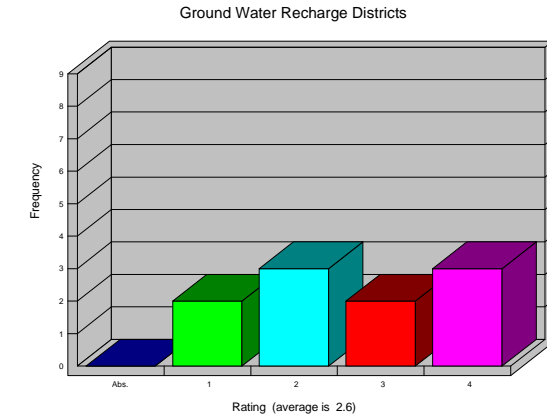
8 Snow Removal

A Visalia - no snow

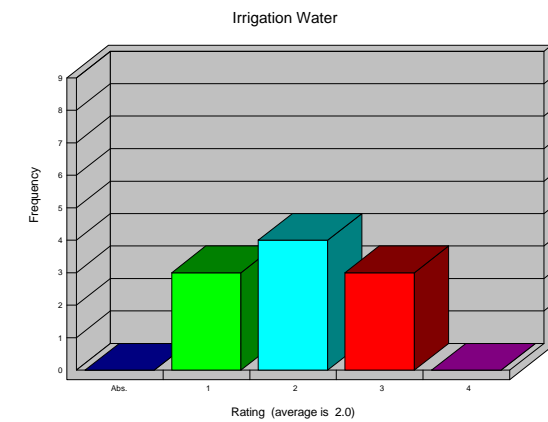




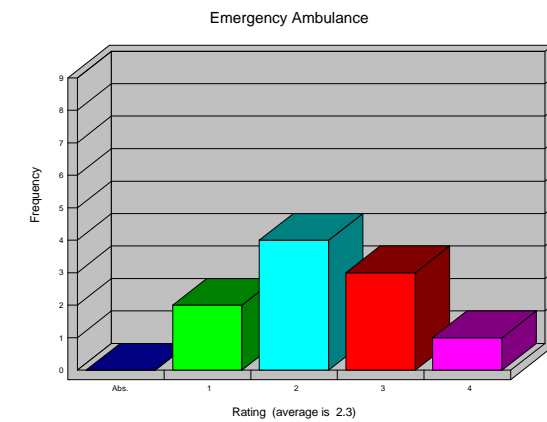
(10 responses)



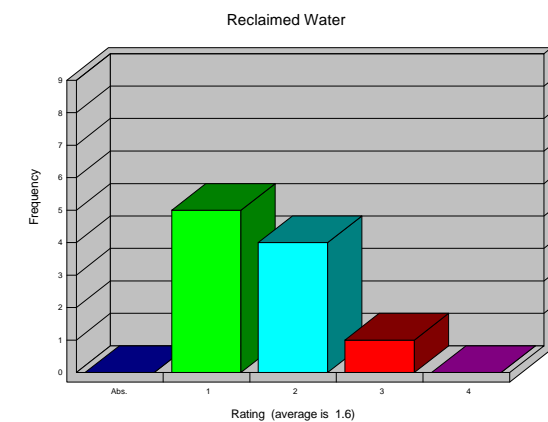
(10 responses)



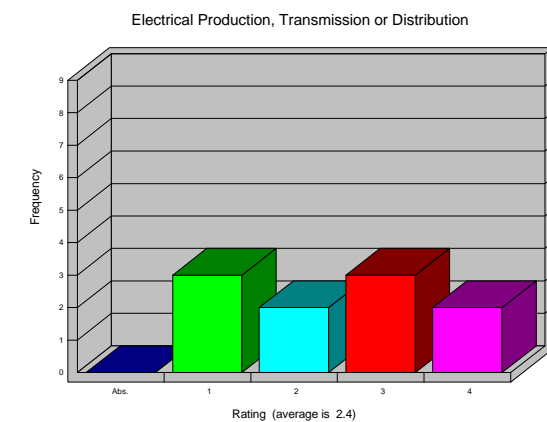
(10 responses)



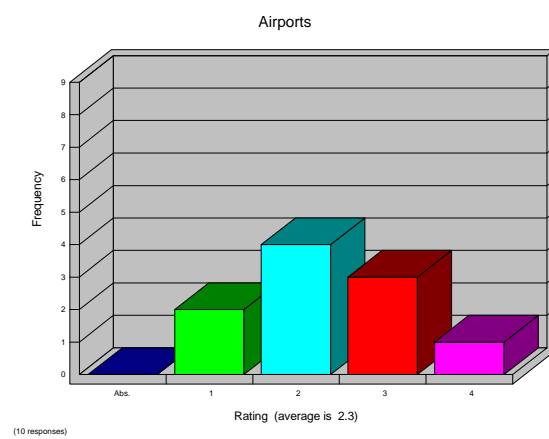
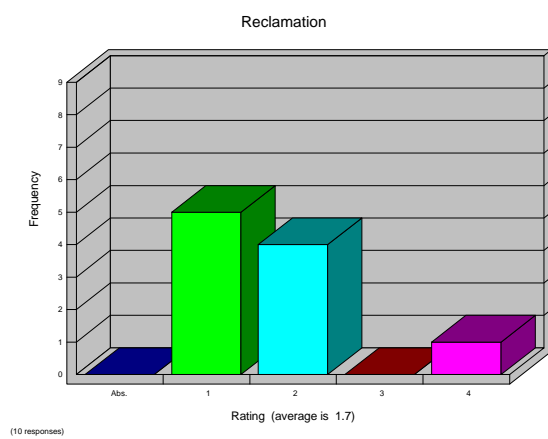
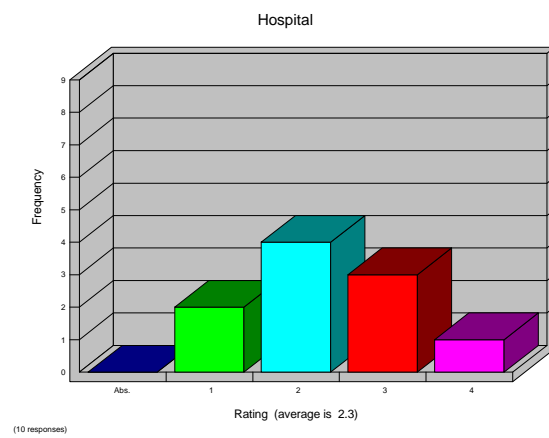
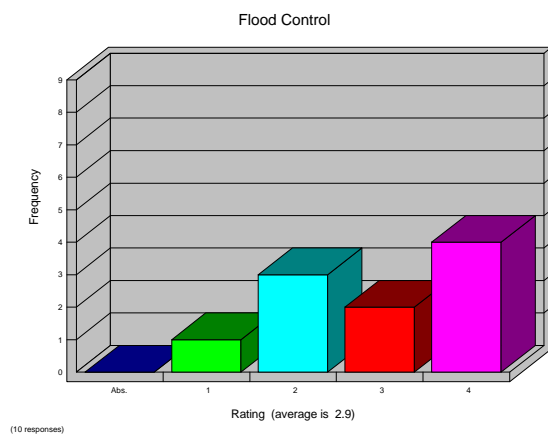
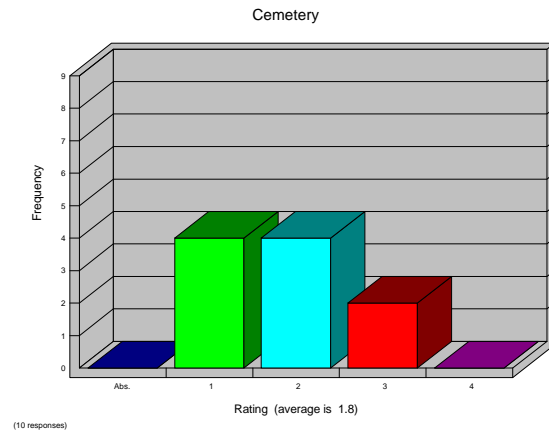
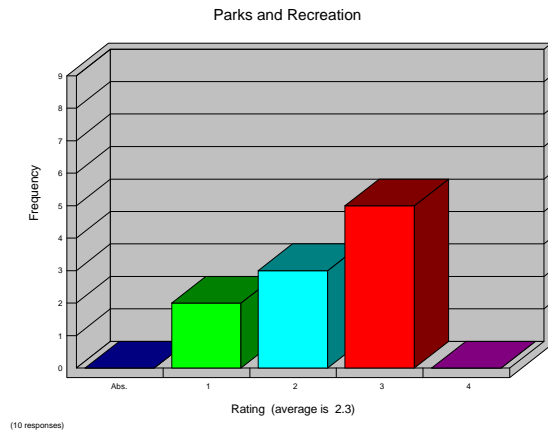
(10 responses)

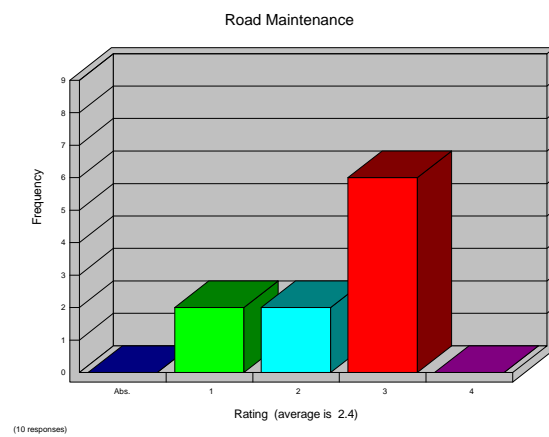
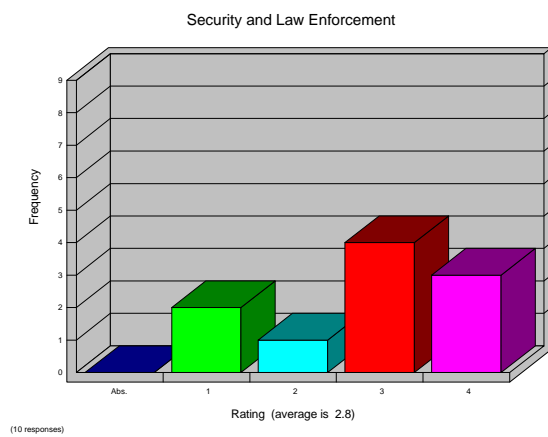
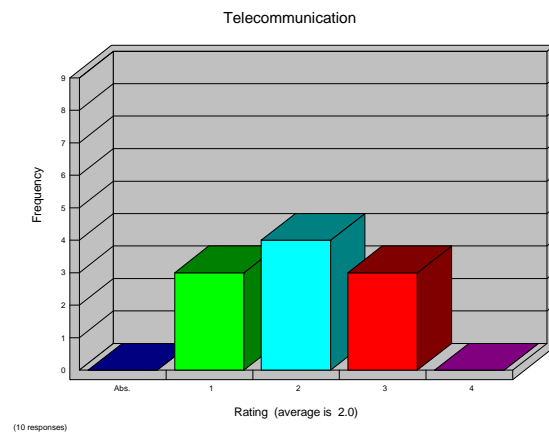
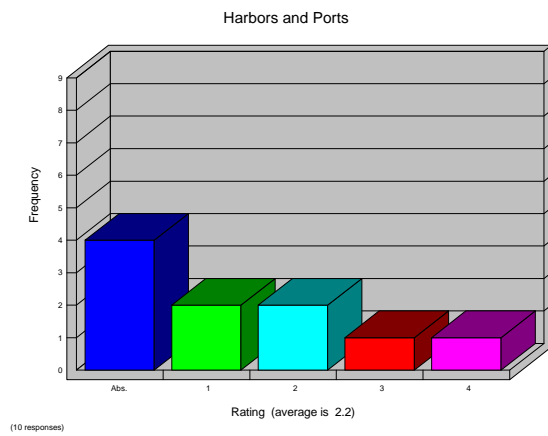
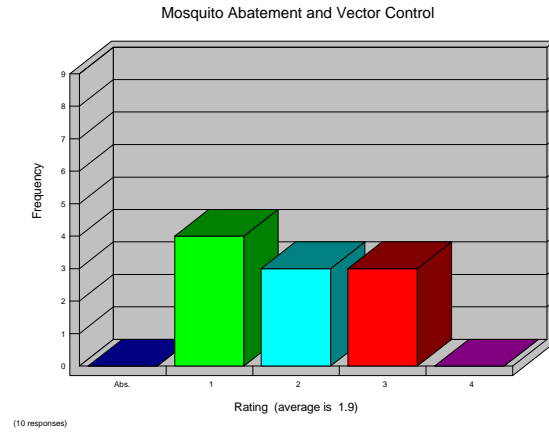
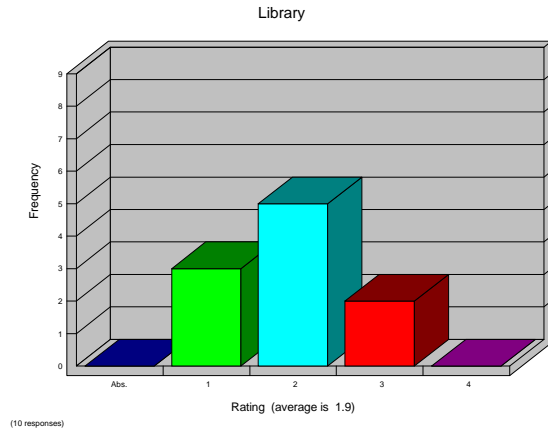


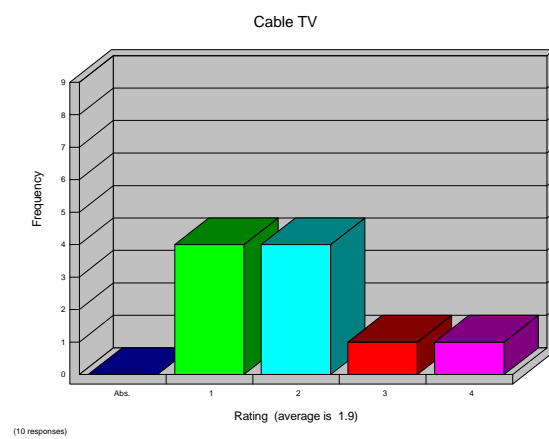
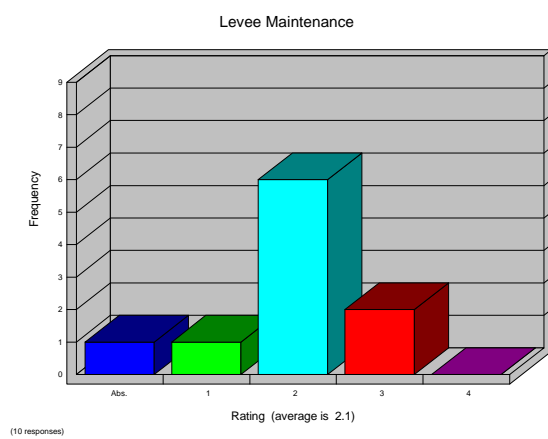
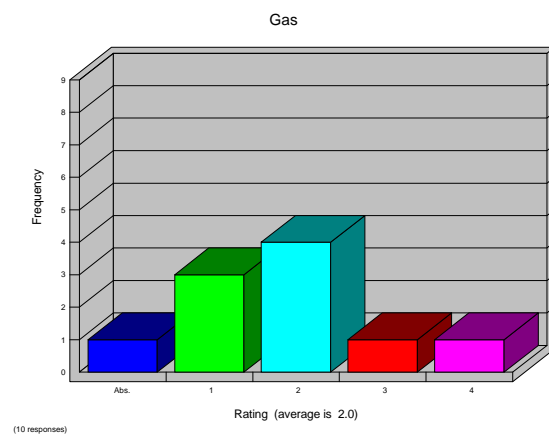
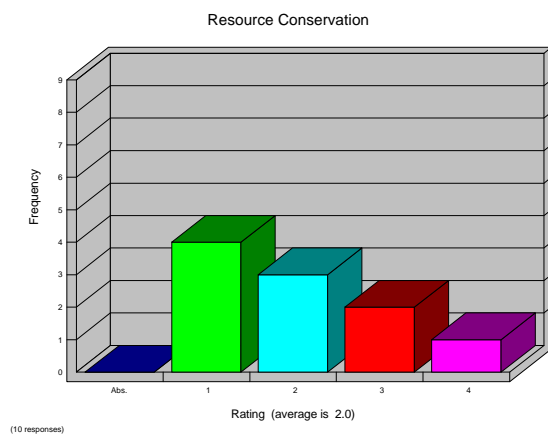
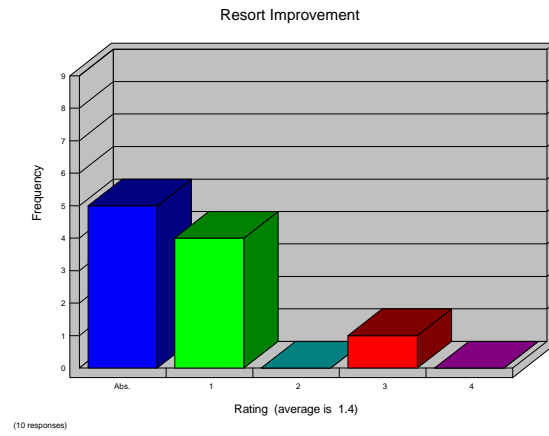
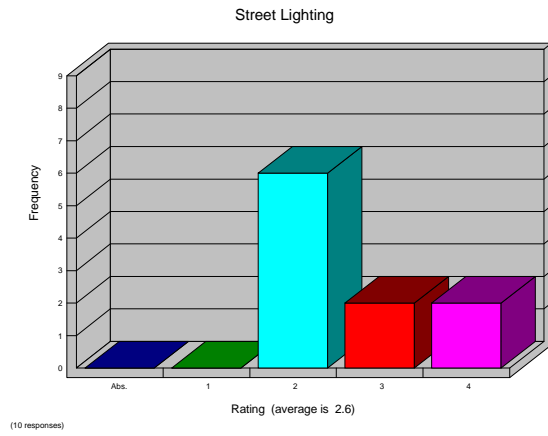
(10 responses)

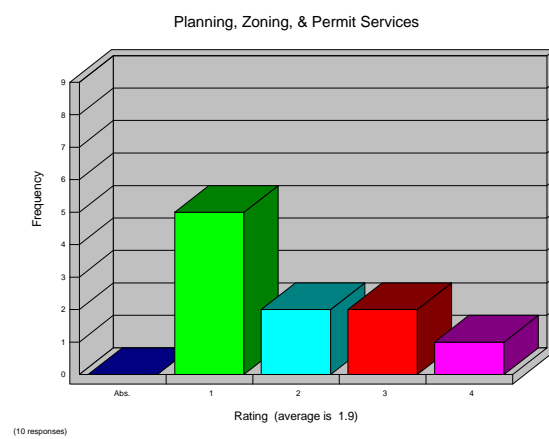
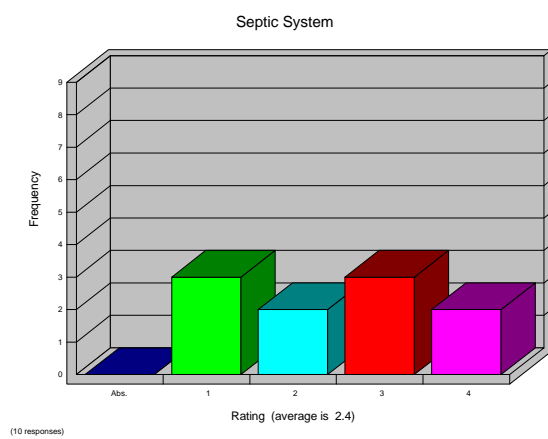
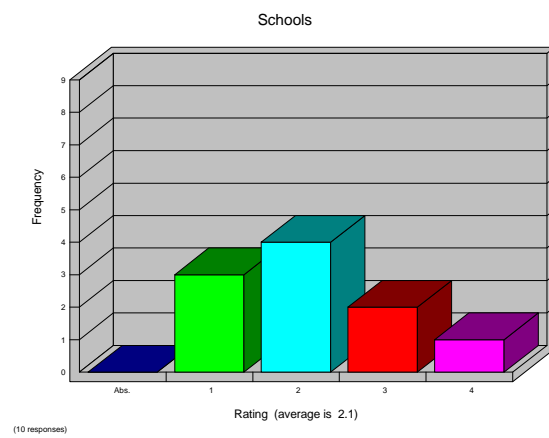
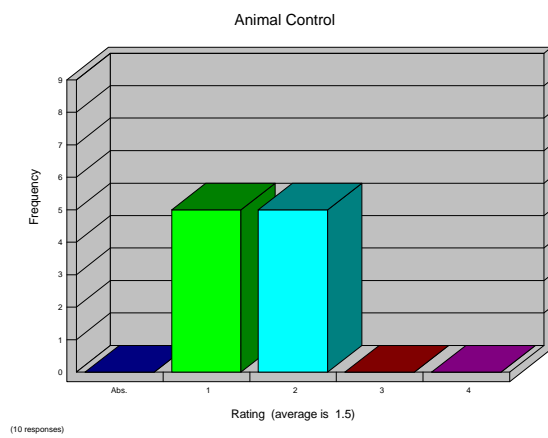
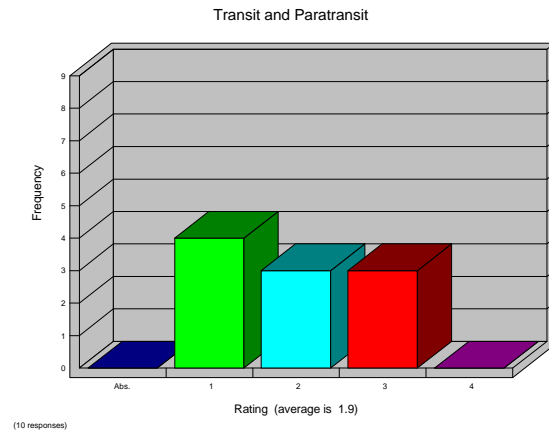
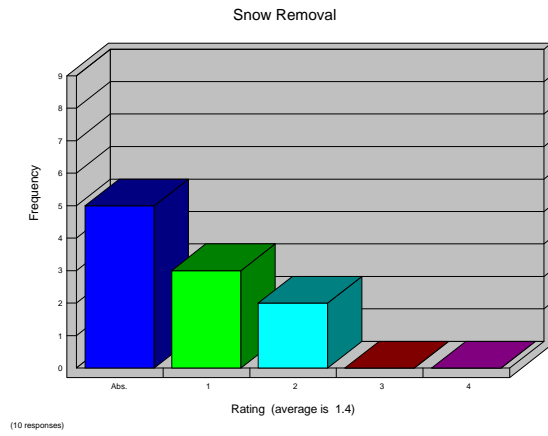


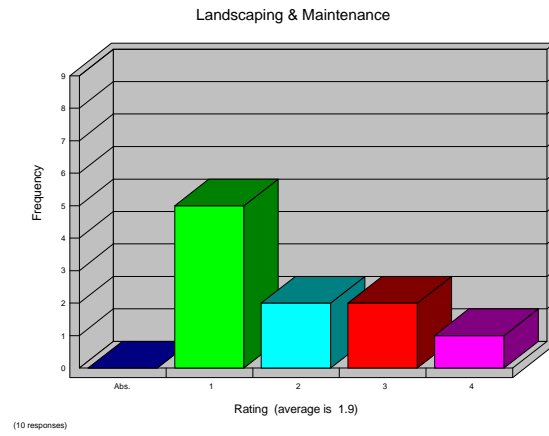
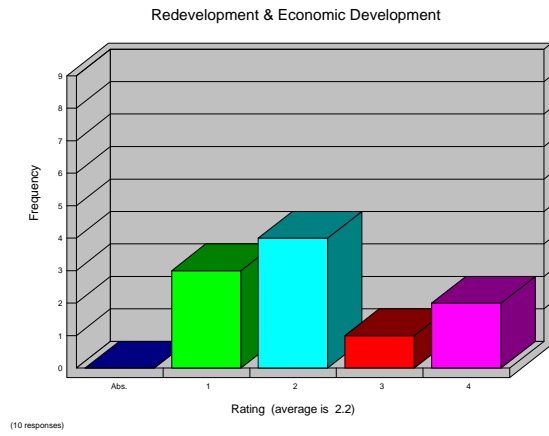
(10 responses)











Obstacles and Special Cases

Participants responded to the question, "What obstacles and special cases will be encountered when reviewing services?" Following are the responses by group.

Group 1

1. Cost and who pays for it
2. Lack of understanding of information requirements
3. Funding, money, resources, and money
4. Lack or cooperation from affected agencies.
5. Traditional turf; agencies that believe they are the best services provider, regardless of the data
6. Reluctance of some districts to share information
7. Insufficient resources
8. Inability or resistance from subject agencies to provide information
9. Cooperation from city and special district staff and elected officials
10. Ability to enforce agency participation
11. How are costs divided among entities?
12. Lack of data
13. Lack of demographic data
14. Some services come from other agencies.
15. Obstacle: funding, scope, completion time, relevance, cooperation,
16. Unavailability of data for growth and migration
17. How are the studies supposed to address public vs. private services (such as electricity) since LAFCO has no jurisdiction over private entities and may not be able to get necessary info?
18. Inability of agencies to provide necessary data.
19. LAFCO expertise
20. Inefficient agencies with good pr, everyone thinks they are the best
21. Lack of analytical capabilities of agency
22. Data gathering must come from various agencies that will not have knowledgeable staff or adequate resources to provide the information.
23. Different reporting methods/terminology between agencies
24. Will it be necessary to subpoena the necessary information or strong-arm to reimburse for cost
25. There are obstacles that cannot even be anticipated within my own jurisdiction; therefore parameters need to be broad.
26. Integration of private and public service providers, mutual water co.
27. There may be defensive attitudes or actual refusal to provide information
28. One challenge is the overlap of "complimentary services" for example we have an unincorporated community served by a water district and septic systems. Service review may support sewer extension & sphere amendment but water district says they don't have water capacity.
29. Intentional misdirection from agencies that feel threatened
30. Service reviews are inappropriately linked to spheres; service reviews are implementation tools & not long range planning tools.

Group 2

1. Technical expertise not present
2. Lack of sufficient information or criteria
3. Professional disagreement on review criteria, assumptions and results.
4. Overlap of services provided i.e. police /sheriff /CHP
5. Districts may lack staff to explain capacity
6. What if small districts don't have the data that is needed for review?
7. Lack of funding to provide analysis
8. Need to prioritize - which services to start with?
9. Difference between LAFCO and a jurisdiction as to what constitutes an adequate review
10. Some agencies may have limited financing in order to prepare thorough reviews.
11. Small districts don't have funds & staff to comply.
12. Measuring costs of services where overhead is rolled into general municipal administration.
13. Revenue negotiations between entities
14. Attitudes of (some) district boards
15. Overlapping boundaries with different reasons to justify (e.g., interim services, financing)
16. The Little Hoover Commission identified the classic case. 3 districts provide water within the city. Residents are confused when different water rates are paid on different sides of the same street. The review is the tool to identify the best consolidation.
17. Kindly revisit the charge of the legislation. If this is a service review for SOI, many of the items previously discussed are wholly inappropriate for LAFCO review. A key missing player in this "score card" is the county, which is not subject to LAFCO.
18. SOI update required; what will be required for service review update?
19. The service review is not tied to the SOI review. The SOI review is tied to the service review.
20. People, anti-urban (city) bias, which may exist in urban, unincorporated. Settings.
21. The guidelines will become the obstacle if they over-prescribe and limit local creativity and flexibility.
22. Services should be reviewed whether provided by public or private providers
23. Tendency to try to indirectly direct land use.
24. Obstacle: one more time requirement on overworked/limited staff, both LAFCO and service agency.
25. 56430(a) ... The commission shall conduct a service review to prepare and update an SOI...
26. Some areas/services will require review by two or more LAFCOs = there must be a means of collaborating
27. Agree the main obstacles will be lack of technical expertise and financial resources, some agencies.

Group 3

1. Costs
2. LAFCO staffing and funding limitations.

3. Agencies who refuse to participate.
4. Competing service providers in an area.
5. Who pays for the reviews.
6. LAFCOs and special districts with minimal staffs will have difficulty generating necessary information.
7. Disagreement with county over their newly adopted general plan policies which affect our city
8. Lack of usable data, resistance to sharing or compiling information.
9. Suspicion on part of service provider
10. Cities and county competing with one another to service new growth.
11. Lack of data
12. Under funding
13. Cities providing services to non residents
14. Lack of technical staff
15. LAFCO (primarily staff) viewed as proponent of county in most issues
16. The ability of the provider to compile and submit the info to LAFCO. Many of these small districts do not have the staff or resources to put it together. Also, there will be some resistance as to why LAFCO needs this.
17. Cost and time will be added to process information through LAFCO for preparation of staff report to get to hearing.
18. Public vs. private reviews and anti-trust and free enterprise
19. Political pressures from all sides
20. Are there adequate services for the project area at build-out, or does the review rely too much on analysis to be provided later when formal development plans are crafted?
21. Is cost per capita a sound basis for evaluation
22. Who can supply the required financing constraints and opportunities information?
23. Unwillingness on part of service providers to share all information
24. A will serve will not be sufficient. Evidence that the service to be provided is there to be provided will be required.
25. Cities wanting to broaden their SOIs and being able to serve areas but LAFCO not being able to review, in a timely manner, services due to staff/cost constraints.

Group 4

1. Politics, landowners, agriculture land, Williamson Act contracts, energy.
2. Turf wars/overlapping service areas.
3. Difficulty getting data
4. Information considered 'privileged'.
5. Depending on the issue there could be a variety of competing agendas
6. Conversion of agriculture. land.
7. Difficulty in truly and meaningfully assessing the future needs of a community. Assessing how things will be financed. Providing long range planning as part of the review process.
8. Providing expertise in the analysis. Providing expertise in the review.
9. Funding - this is a state mandate. Where is the state funding to make it happen?
10. Privileged info

11. Reluctance by the agencies to part with the needed data
12. Not enough LAFCO staff; inadequate training in "real world" planning situations
13. Lack of historical data.
14. Who pays for review
15. Lack of data
16. Resources (i.e. Money, staff, etc.)
17. Lack of good population estimates
18. Resistance by service provider to provide detailed operational or budget information.
19. The sheer magnitude of the task—there are lots of agencies out there
20. Service area not clearly defined.
21. Cost of CEQA documents. Preparation of adequate CEQA documents.
22. Fuzzy guidelines
23. Special districts have vested interests in maintaining their "fiefdoms"; they will be reluctant to admit that cities can serve better
24. Adequate LAFCO staffing.
25. Information provide in a form that can be readily utilized for analysis.
26. Getting consensus between the submitting agency and LAFCO on what and how much detail should be provided.
27. "We don't collect/keep that kind of information."
28. How does LAFCO go about evaluating management efficiencies with out stubbing someone's toes
29. Education of god officials about what should be in service plans, and why they are important and necessary. Service plans are often perceived as an inconvenience by government officials.

Elements in Legislation and Comments

The legislative elements were reviewed. The participants made the following comments about the legislation. When appropriate, participants tied their comments to the legislative elements, which were numbered as follows.

1. Infrastructure needs or deficiencies
2. Growth and population projections for the affected area
3. Financing constraints and opportunities
4. Cost avoidance opportunities
5. Opportunities for rate restructuring
6. Opportunities for shared facilities
7. Government structure options including advantages and disadvantages of consolidation or reorganization of service providers
8. Evaluation of management efficiencies
9. Local accountability and governance

Following are the responses by group.

Group 1

1. Infrastructure needs of deficiencies
2. Growth and population projections for the affected area
3. Financing constraints and opportunities
4. Cost avoidance opportunities
5. Opportunities for rate restructuring
6. Opportunities for shared facilities
7. Government structure options, including advantages and disadvantages of consolidation or reorganization of service providers
8. Evaluation of management efficiencies
9. Local accountability and governance
10. Almost any one of these items, if done thoroughly, could be a study in and of itself.
11. Regarding #4 - What does this mean?
12. Regarding #9 - Hot Potato, needs to be defined clearly
13. Regarding #3 - What is meant by financing opportunities?
14. Service reviews should be optional studies that are conducted if a sphere study indicates that a service review is necessary.
15. Public private partnership possibilities
16. Accepted source for pop estimate (DOF? ABAG?)
17. The items included in the legislation were originally intended to be representative of the type of things that might be included in service reviews. They were to be interpreted by OPR in developing the guidelines to be comprehensive but usable.
18. Public input
19. LAFCO must be given clear authority to request and get the information or get the agency to generate the information needed for these studies.
20. Regarding #6, what are opportunities for shared facilities?
21. Regarding #8 - this is not something LAFCO SHOULD BE INVOLVED IN
22. Should also consider impacts of service modification or expansion on agricultural lands and open space
23. Regarding #8-- evaluation of management efficiencies could be overwhelming and dangerous, especially in relation to cities although special districts could also be very tricky. This area needs some real definition on how far a LAFCO should go reviewing this...
24. Regarding #8, what are management efficiencies?
25. Regarding #9., what does "local" mean? If a city & district provide services in the same area, which is locally accountable?
26. Regarding #9(b) define comprehensive
27. Should identify open space and agriculture land programs in place

Group 2

1. Infrastructure needs of deficiencies
2. Growth and population projections for the affected area
3. Financing constraints and opportunities
4. Cost avoidance opportunities
5. Opportunities for rate restructuring
6. Opportunities for shared facilities

7. Government structure options, including advantages and disadvantages of consolidation or reorganization of service providers
8. Evaluation of management efficiencies
9. Local accountability and governance
10. Regarding #8, what does "management efficiencies" mean?
11. I think that a review should include a look at private service providers and at privatization as an alternative to government provision of service. Item (b) refers to "all the agencies" in an area, and I would interpret that as both private and public
12. The legislative intent is that an SOI study should follow and draw from a service review. But the mandatory determinations indicate that the service review is a vehicle for other LAFCO powers, such as the initiation of mergers and consolidations.
13. Need to have the guidelines provide a narrow definition of LAFCO authority. LAFCO should not provide input to local agency CIP's or policies.
14. Regarding #1: Infrastructure implies physical facilities such as water distribution lines, wastewater collection lines, treatment facilities etc. How will actual resource availability (For example water rights) be addressed?
15. Regarding Items 7, 8, and 9 seem to go beyond the role that the state designated for LAFCO.
16. I foresee this as greatly expanding the current role of LAFCOs and am concerned with the ramifications of what that will entail for small municipalities.
17. Regarding #9 - local accountability and governance - allows consideration of how to simplify the government structure.
18. Cities and counties should be a part of service reviews. Service reviews will, in many cases, validate the performance of special districts and demonstrate that they provide a necessary function in a more efficient manner than a county or city.
19. Guidelines need to clearly state what 1-9 means. Without clear definitions - agencies will interpret differently.
20. Regarding #2 - does not seem to adequately recognize the land use authority of the county, which may approve development, conversion of agriculture, service inefficiencies, etc. While shackling SOI/annexation efforts, which contribute to a more compact, efficient built environment.
21. Regarding #9 local accountability and governance: should also reflect local identity, community expectations
22. The guidelines should require LAFCO to access local agency adopted and published documents such as the Urban Water Management Plan, etc.
23. Regarding #3,5 and 8 -- there should be clear process for reaching agreement between affected agencies as to techniques of analysis and who is to do analysis, particularly regarding utility/infrastructure agencies who are highly specialized,

Group 3

1. Infrastructure needs of deficiencies
2. Growth and population projections for the affected area
3. Financing constraints and opportunities
4. Cost avoidance opportunities
5. Opportunities for rate restructuring

6. Opportunities for shared facilities
7. Government structure options, including advantages and disadvantages of consolidation or reorganization of service providers
8. Evaluation of management efficiencies
9. Local accountability and governance
10. Regarding #5 - Should not be a consideration of LAFCO
11. Regarding #3 - What is the source of this info?
12. Regarding #6 - Include opportunities for shared and joint purchasing, maintenance, training, administration etc.
13. Regarding #8 - How will management be evaluated?
14. I think that items 5, 7-9 are totally inappropriate. In the vast majority of cases, these issues will be totally irrelevant and will only cause confusion.
15. Regarding #2 Growth and population projections are at best a guess and economic conditions will prevail. This information is at best a guesstimation.
16. The guidelines need to encourage simplified review where appropriate.
17. Regarding #8: How is this to be determined? A district board or city council runs its business making these kinds of decisions. How are they to show these choices? Who is LAFCO to say they are not making good management decisions?
18. Regarding #1- Existing legislation already requires water agencies to provide and update every 5 yrs a "Urban Water Management Plan" that identifies availability of water (not distribution) under varying drought conditions.
19. Regarding #3. Each jurisdiction should have economic impacts in an EIR that addressed this issue.
20. Regarding #1 - Provide graphically, a presentation of infrastructure that exists and show the expansion of infrastructure.
21. Regarding #1 - Provide reasons why service is deficient, if any.
22. Regarding #2 - Include projected costs of services for the affected area
23. Regarding #7 - Will annexations or SOI amendments be viewed negatively for not proposing a change to government structure? This looks like the law mandates cities to reinvent government at every step.
24. Regarding #2 - Cities will be updating their Housing Elements soon, therefore, population and growth projections will be discussed with updated information. This info. could be used for this item.
25. Regarding #4 - This issue is an item that each jurisdiction is always trying to deal with on an annual basis and is therefore something that would be in a jurisdictions budget. It could also be addressed in a fiscal impact analysis in an EIR.
26. A proper review should include opportunities for cooperation. Automatic Aid agreements for fire agencies and police. Such agreements are not necessarily shared facilities.
27. Regarding #9 - Most small district board members have to be appointed by the Board of Supervisors because they can't find people to run for election. Usually if you are not doing the job, you are not re-elected. But in these cases, you are just happy to have a warm body.
28. Regarding #5 - State or Federal infrastructure grants may hinder ability to restructure rates.

29. Regarding #5 - This item is an individual jurisdiction or private agencies responsibility.
30. Regarding #7 - This would take a major analysis to provide ample info to determine this.
31. Regarding #5 - Should not be LAFCO responsibility.
32. Regarding #6 - This item could be addressed when applicable.
33. Input from the public regarding their current services being provided as well as additional services wanted and including the public's willingness to pay for the additional services
34. Regarding #7 - Will a city be required to abandon its police force and contract with the county sheriff for police services as a means to consolidate service provision? Is it LAFCO's role to determine how a city manages the provision of services?
35. This item is addressed in an EIR for a project.
36. Regarding #6 - Will this also have shared costs?
37. The service review should deal solely with the orderly provision of urban services.
38. Regarding #9 - should be sole responsibility of Elected Officials.
39. No. 6,7,8,and 9 are crazy.
40. Regarding # 8 - Who does the evaluations?
41. Regarding #7 - This is similar to item 6. Each jurisdiction needs to look for ways to look at the big picture for consolidation of services where applicable
42. Regarding #8 and 9 - are not appropriate at all.
43. These guidelines should be a resource not regulations. LAFCOs should retain power to design their own reviews. Thought should be given to crafting the guidelines so they are not given unintended weight by courts.

Group 4

1. Infrastructure needs or deficiencies
2. Growth and population projections for the affected area
3. Financing constraints and opportunities
4. Cost avoidance opportunities
5. Opportunities for rate restructuring
6. Opportunities for shared facilities
7. Government structure options, including advantages and disadvantages of consolidation or reorganization of service providers
8. Evaluation of management efficiencies
9. Local accountability and governance
10. Regarding #8 - What is "management efficiencies"??
11. Regarding #6 - Opportunities for shared facilities---- opportunity for whom?
12. Regarding #8 - What is the basis for determining management efficiencies?
13. Hold on a minute! Before we get too far into this, remember that LAFCO's original mission is to prevent sprawl. How does inadequate storm drainage in Cupertino relate to that mission?
14. Factors 3, 4, 5, and 6 are brand new for LAFCO. Little or no experience in dealing with these.
15. Regarding #5 - This will be a fun one to make a determination on

16. As a preliminary comment, the guidelines should provide some help on how to determine the geographic area appropriate for the analysis
17. Regarding #9 - How will local accountability and governance be evaluated? (Seems it could be very subjective)
18. Regarding #4 - Okay, what is "cost avoidance"????? How about avoiding the cost of a expensive service plan or EIR???
19. Regarding #1 - Is for engineers using realistic population projections and use factors
20. Regarding #9 - Local accountability and governance? Is LAFCO expected to promote recall petitions, and endorse public officials in elections?
21. The list seems reasonable in theory, but it is likely to end up being an expensive exercise that reaps very little practical results.
22. Regarding #6 - Encourage consolidation whenever possible
23. No local government is really accountable. Not to LAFCO anyway. Five minutes after the SOI update is granted, a GPA to change the entire land use plan to large lot rural residential can be filed.
24. Regarding #4 - Cost avoidance opportunities could get extensive, complex, if not political. Need to keep it limited in scope.
25. Rate restructuring?? (No. 5)
26. Regarding #7 - Government structure options evaluations could use expansion section in guidelines to clarify
27. Written determination required for each factor. Different from proposal factors to be considered by the Commission.
28. Regarding #2 - Need to make sure LAFCO uses the ADOPTED population forecast provided by the COG, and is not allowed to "cook their own books"
29. Regarding #6 - Seems that shared facilities will be very limited, examples?
30. LAFCO's will need to establish various 'areas' for service reviews. Could be multi-jurisdictional, thereby adding to the complexity of the review.
31. Should use population projections supplied by the COG so that there is consistency
32. Regarding #5 - Rates can be lower if you can achieve economies of scale
33. Regarding # 5 & 8 - I would caution LAFCO from trying to get into internal agency issues. LAFCOs traditional review focused on external issues and coordination between agencies.

What needs to be considered during a review?

Participants responded to the question, "What needs to be considered during a review that is not on this list based on LAFCO law, other legislation, or other reason?" Following are the exact responses by group.

Group 1

1. Public private partnership opportunities
2. Don't leave the cities out since they should have a facilities element of their general which may include many of the items to be considered within their sphere or planning area

3. The review should be specific to the agency and not look at things out of its control!
4. Should consider effects of service choice on other regional goals such as attainment of air quality standards.
5. Conservation policies for agriculture and open space, need to show how the agency, at least those with urban development, are addressing the loss of prime agriculture (if that is the case) this is consistent with other CKH factors
6. Nothing----- kiss

Group 2

1. Resource availability
2. Agency cooperation
3. Existing efforts toward collaboration: JPAs, mutual aid agreements, etc.
4. Let each LAFCO and its local agencies decide what other things need to be included. This retains local flexibility and allows for local agencies to address issues more appropriately.
5. Need for service is not specifically called out - probably fits in under growth and population projections
6. Economic and job projections
7. A service review will need to take advantage of existing analysis - e.g. urban water management plans.
8. A requirement that the county negotiate in good faith towards Master Property Tax exchange agreement, vs. The de facto veto power of no LAFCO hearing w/o an agreement.
9. A cross-reference to 56668 and the factors for consideration in most LAFCO proposals would be helpful.
10. Potential fiscal and level of service (e.g. Traffic) impacts to neighboring agencies and jurisdictions.
11. Agree that local standards should guide the level of review.
12. Relation to federal and state requirements. In reorganizations initiated by cities, special districts can be included to provide services that they may not (yet) be able to provide because of financial constraints, federal requirements (i.e., endangered species)
13. There should be some determination as to whether spheres of influence reflect consistency or conflicts with land use plans. For example, water and/or sewerage agencies may orient their long range capital improvement plans to land use plans that need update
14. Employment implications in reorganizations

Group 3

1. Provision of affordable housing.
2. Input from public who utilizes the service being reviewed
3. It should be LAFCOs only responsibility to determine if the annexation is appropriate as it relates to orderly development.
4. Work plan and time restraints. Resource limitations. Political resistance.

5. Time it takes to review and adopt amendment of SOI.
6. Where does the revenue come from that is providing the service? Property taxes, assessments, grants, donations, etc.
7. What is the definition of "infrastructure needs?" Does this include the provision of human services, such as police, or is it strictly physical infrastructure, such as water, storm drainage, sewer, and streets?
8. Will provision of services, or evaluation of consolidation or reorganization be impacted by Proposition 218? What if the voters do not agree?
9. If the affected citizens have given an indication of their preferences regarding levels of service. For instance, curbs, gutters and storm drains are not desired in some neighborhoods.
10. Consensus building with the commission so that first priorities are studied first.
11. Any data collected countywide regarding what the people want or don't want.

Group 4

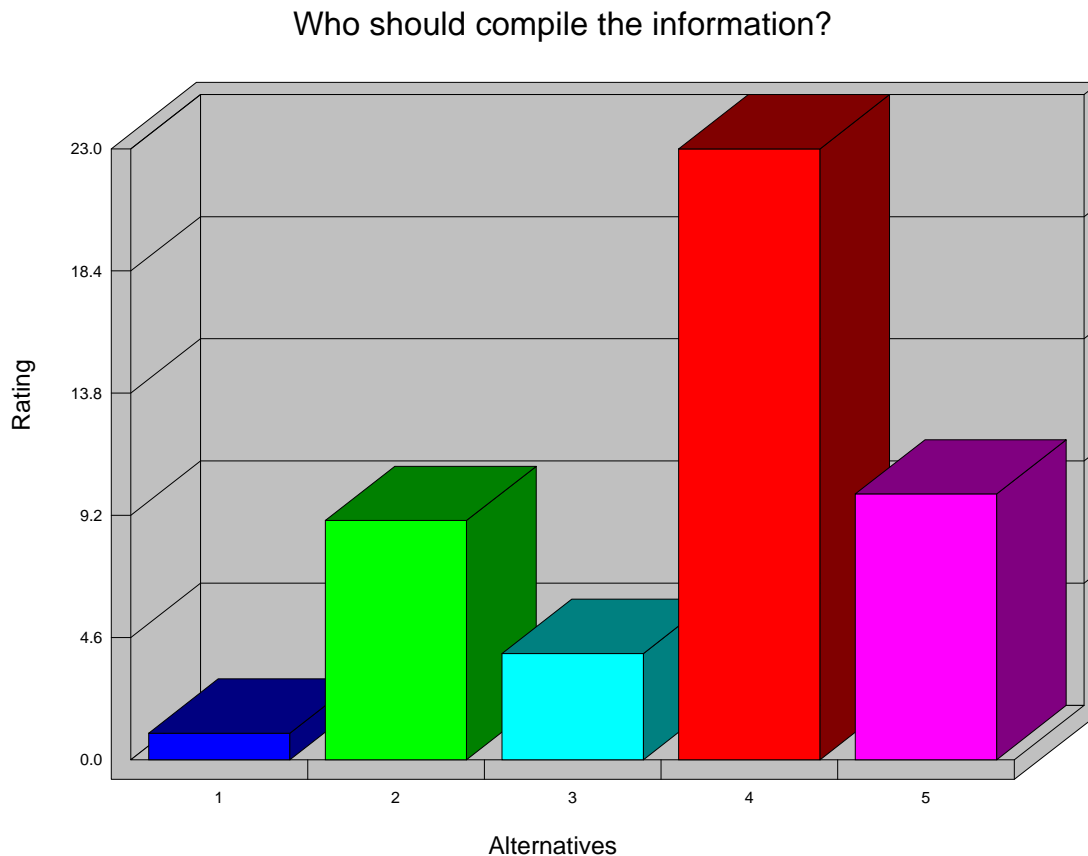
1. A fiscal impact analysis.
2. Accountability of the LAFCO Executive Officer (just kidding).
3. Nothing
4. Timeframes - when will the services be available?
5. Master plans for future extension of services
6. Revisions to state law which inhibit reorganization
7. Other constraints besides financial--agriculture land protection is a big issue in the Central Valley
8. How can service reviews, once adopted, streamline subsequent annexation approvals? This process won't have much credibility, if all of these decisions are second-guessed at the annexation stage.
9. Comparison of 'per unit' costs with other service providers.
10. Clear delineation of responsibility between LAFCO and the local COG.
11. The role that the new smart growth-neo traditional planning movement may have on this issue

Individual Participant Evaluation of Five "Who should compile the information?" Options

Participants were given the following five options to choose from to determine who should compile the information. Participants could select only one option but could comment on any option. Following are the combined results and comments for all four groups (48 total participants) followed by the results for each group individually.

- LAFCOs in-house
- LAFCOs either in-house or using a consultant under the direction of LAFCO
- LAFCOs in-house, using consultant under LAFCO direction, or using consultants under the direction of service provider/s.
- Service providers complete review, in the form requested by LAFCO, and provide to LAFCO for review and approval
- Compilation process should be optional, decided by each LAFCO and included in written procedures.

The fourth option received the most votes with some participants commenting that they voted for the option with certain qualifications such as LAFCO may need to conduct re-reviews to verify data and ideally LAFCO would do it but is not adequately staffed.



(48 responses)

Combined Results – Total Votes and Comments

# Item	Total Yes Votes
1. LAFCOs in-house	1
2. LAFCOs either in-house or using a consultant under the direction of LAFCO	9
3. LAFCOs in-house, using consultant under LAFCO direction, or using consultants under the direction of service provider/s	4
4. Service providers complete review, in the form requested by LAFCO, and provide to LAFCO for review and approval	23
5. Compilation process should be optional, decided by each LAFCO and included in written procedures.	10

1 LAFCOs in-house

- no Compilation should be joint effort
- no Doesn't make sense to preclude Option #2.
- no LAFCOs should work as facilitators and reviewers only.
- no This would be difficult, as often LAFCO has neither technical expertise nor staff time to do this
- no Overly burdensome to LAFCO resources, may be a limited level of expertise

2 LAFCOs either in-house or using a consultant under the direction of LAFCO

- yes LAFCO has to control the work. You need to get all the information you can from the agencies then only trust if you can verify. Comparing this to CEQA, there could be tons of problems if the party(ies) of interest control the data. Agencies tend to be?
- yes Service information needs to be provided by service provider and reviewed by LAFCO staff in the case of less complicated services or by consultants in cases of more complex services.
- yes This would include staff or consultant getting data in various ways including surveys completed by service agencies and accompanied by support documents (budgets, general plans, water plans, etc.)
- yes LAFCOs now have budgetary authority and should include within their budgets the necessary funds to conduct the service reviews and hire any consultants required. Agencies should be part of the process -- to provide the feedback and validity.
- yes This provides the best options - LAFCO can do the ones it can, but would rely on outside expertise when necessary
- yes LAFCOs should have final say either in house if they have the expertise or with use of consultant
- yes LAFCOs need to maintain control over the product, but aren't staffed to do it -- consultant help is needed to pull it all together
- no Costly, duplicative of local agency resources.

3 LAFCOs in-house, using consultant under LAFCO direction, or using consultants under the direction of service provider/s

- no If the consultant works under the direction of the service provider(s), how is LAFCO to be certain of the validity of the study. Consultants must be under LAFCOs direction.
- no This would lead to great conflict over whose experts to use - the study should be LAFCO's complete responsibility and LAFCO should not have to rely upon districts to consent to a particular consultant
- no Service provider should retain own discretion in meeting LAFCO charge

4 Service providers complete review, in the form requested by LAFCO, and provide to LAFCO for review and approval

- yes Ensures district participation in process while letting LAFCO meet its responsibility to make the assessment. Need to be sure that info is complete. May still need consultant if more info needed
- yes The information provided by the agency may need to be further evaluated by consultants under contract to LAFCO.
- yes Service provider has the most knowledge about the service.
- yes Would form technical and policy advisory committees (TACs & PACs) of like service providers to provide expert advice to LAFCO in the compilation and analysis of information.
- yes The service providers are the only one who will have the factual data about whether they can provide the service and at what cost. However, monies should be provided to perform this detailed analysis by whoever wants the changes.
- yes This option makes the most sense because service providers have technical experience and usually existing studies. One issue will be cost and labor required to comply with LAFCO request.
- yes LAFCO doesn't facilitate issue resolution when comments are received that conflict with each other. This creates a lack of credibility/trust of the LAFCO agency and doesn't help to complete the process.
- yes A lead agency should be identified to compile all service reviews (not multiple review submittals from multiple service providers). Additionally, LAFCO should act as a facilitator between various agencies or jurisdictions that are impacted by the SOI
- yes In the case of a full service city, the General Plan, CIP, and various other ongoing public processes fully articulate service costs, capacity, timing, etc. This is the most cost efficient means of informing the public, and decision makers.
- yes Ideally, LAFCO or their consultants would prepare the review as they know what they are looking for. However, they probably lack inadequate knowledge / resources for each local jurisdiction. Therefore, the service provider should perform the review.
- yes If LAFCO doesn't accept the review or disagrees with data, they should hire consultant to re-review.

- yes With funding needed in developing and responding provided by LAFCO
- yes LAFCOs should be prepared to provide assistance to entities that do not have the staffing and resources to prepare the review independently.
- yes More appropriate and fair process viewed as less political.
- yes This way, only the pertinent information needed by LAFCO is provided; i.e. no extraneous information.
- yes Why should LAFCO provide the info??? LAFCO doesn't want the SOI update.... the municipality does. Burden of proof is on the jurisdiction. If LAFCO is going to provide then we need a lot more warm bodies.
- no I think the service provider can provide the info more efficiently from its existing planning documents.
- no This approach will end up costing more because LAFCOs will have to work in-house or hire consultants to validate the information provided.
- no This is like the fox guarding the henhouse - it abrogates LAFCO's responsibility, and will lead to conflict between LAFCO and the providers
- no Since a review would probably include comparisons between service providers, getting a "review" from each provider would not supply that comparison unless someone else performs the analysis.

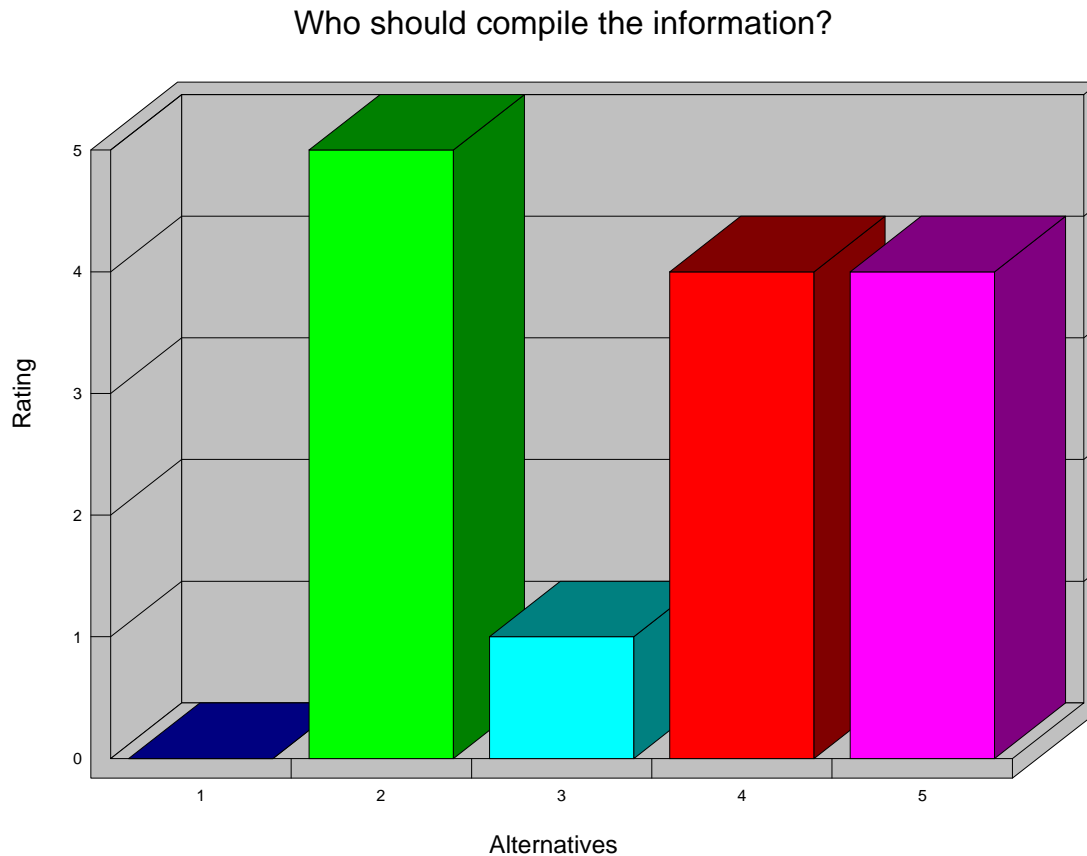
5 Compilation process should be optional, decided by each LAFCO and included in written procedures.

- yes Need to have flexibility for over how to approach the process for compilation in different instances from small dependent volunteer districts to high tech cities, but Commission should think about it and have policy about approach
- yes The statutes should give LAFCO the authority to request and get information in the manner requested from the various agencies, even if those agencies must extend extra effort or expense to do this.
- yes Variation between Counties/counties is too extensive for "one for all" procedure.
- yes This is best to accommodate varying levels of sophistication. Setting the approach ahead of time lets local agencies know what to expect before seeking a SOI or extending an SOI
- yes The Commission should not have written procedures for this step. Each study may have different circumstances.
- yes It is important to provide that flexibility.
- yes I believe the compilation of data/information would depend on the area or issue. I believe that it should be worked out between LAFCO the service provider or even the applicant thru an agreed upon method. by all stakeholders involved.
- no Not sure what is meant by "compilation process," but certainly each LAFCO should decide the form and breadth of each service review.
- no The guidelines must determine that the study is LAFCO s - not the providers. This is waffling, and will also lead to conflict between LAFCO and the providers
- no Second most desirable approach.

Individual Group Results

Following are the results for each group on "Who should compile the information?"

Group1Results

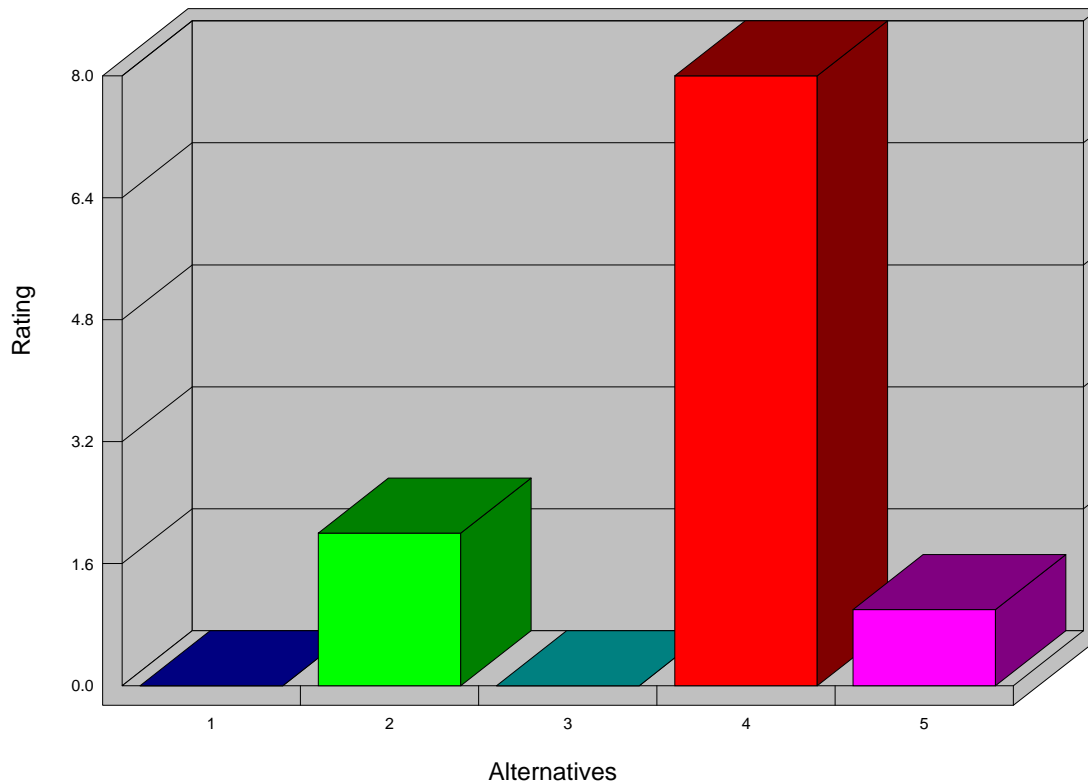


(14 responses)

# Item	Total Yes Votes
1. LAFCOs in-house	0
2. LAFCOs either in-house or using a consultant under the direction of LAFCO	5
3. LAFCOs in-house, using consultant under LAFCO direction, or using consultants under the direction of service provider/s	1
4. Service providers complete review, in the form requested by LAFCO, and provide to LAFCO for review and approval	4
5. Compilation process should be optional, decided by each LAFCO and included in written procedures.	4

Group 2 Results

Who should compile the information?

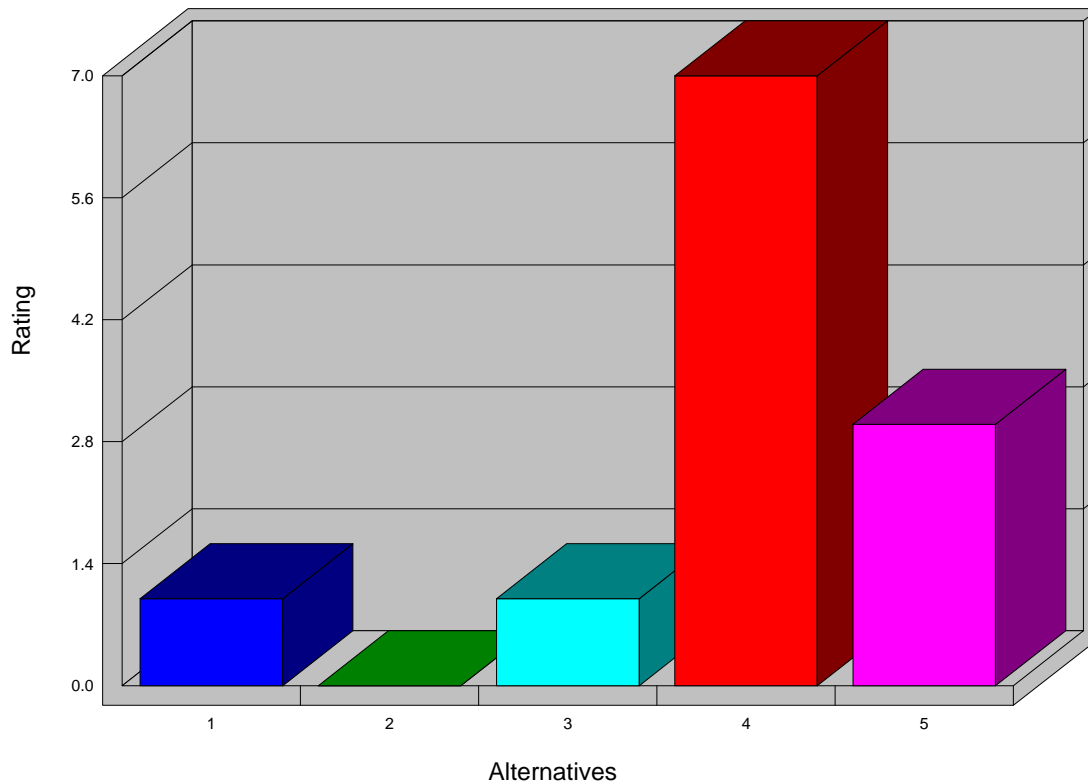


(12 responses)

# Item	Total Yes Votes
1. LAFCOs in-house	0
2. LAFCOs either in-house or using a consultant under the direction of LAFCO	2
3. LAFCOs in-house, using consultant under LAFCO direction, or using consultants under the direction of service provider/s	0
4. Service providers complete review, in the form requested by LAFCO, and provide to LAFCO for review and approval	8
5. Compilation process should be optional, decided by each LAFCO and included in written procedures.	1

Group 3 Results

Who should compile the information?

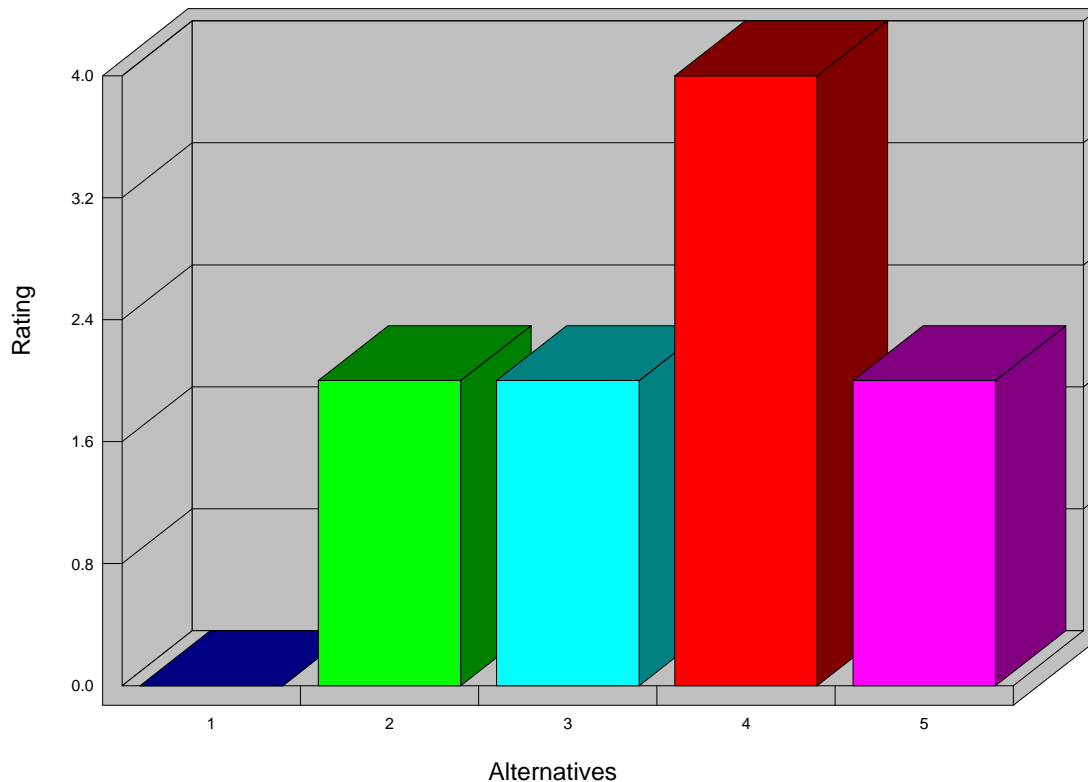


(12 responses)

# Item	Total Yes Votes
1. LAFCOs in-house	1
2. LAFCOs either in-house or using a consultant under the direction of LAFCO	0
3. LAFCOs in-house, using consultant under LAFCO direction, or using consultants under the direction of service provider/s	1
4. Service providers complete review, in the form requested by LAFCO, and provide to LAFCO for review and approval	7
5. Compilation process should be optional, decided by each LAFCO and included in written procedures.	3

Group 4 Results

Who should compile the information?



(10 responses)

# Item	Total Yes Votes
1. LAFCOs in-house	0
2. LAFCOs either in-house or using a consultant under the direction of LAFCO	2
3. LAFCOs in-house, using consultant under LAFCO direction, or using consultants under the direction of service provider/s	2
4. Service providers complete review, in the form requested by LAFCO, and provide to LAFCO for review and approval	4
5. Compilation process should be optional, decided by each LAFCO and included in written procedures.	2

Special Cases of Concern

Participants responded to the question, "What are special cases of concern that need to be considered during Guidelines development?" Following are the exact responses by group.

Group 1

1. Law needs to clarify if this includes studies of only those agencies/services over which LAFCO has authority
2. Need to think about how to evaluate agencies that provide multiple services versus a single service provider - i.e. CSD that provides fire and park and recreation vs. an independent fire district or park district.
3. LAFCO ought to pay attention to duplicate services or duplicate infrastructure, especially when the duplication results from a private service provider overlaying the area where an agency also provides services. Mutual water co and a water supplying district
4. In developing these guidelines, need to clearly understand that the complexity of service review in an "urban" area (50,000 or more) is much different than in a rural area or a frontier county.
5. Reviews must be specific to the agency each review should have a different set of standards.
6. Should be concerned about the need to prioritize service reviews based on individual LAFCO or regional circumstances.
7. Because service problems will vary from place to place, it seems as though it would be appropriate for the statutes to require study of a minimal number of types of services but allow for the review of additional ones...as locally necessary.
8. It is still not clear to many commissions the extent to which these new factors guidelines and mandates will impact LAFCO and their staffs' ability to meet the requirements. Time and money are the major obstacles to meeting these responsibilities.
9. Local community preferences (residents) It's been mentioned today, but it can't be mentioned enough and is too easy to overlook and is too often overlooked. Critical that the preferences of affected residents be taken into account.
10. What about services that have implications beyond the County boundaries (such as water rights). Shouldn't the law permit some LAFCOs to work together on regional issues?
11. Consistency validity of information provided by service providers. How will the information be used by the Commission in determining spheres of influence? The determinations should be objective, but will be subject to the political decisions of LAFCO.
12. In some parts of the new law, say development of unincorporated areas, there is a certain expectation set, without the clarity or tools to meet it.
13. Cities, districts, counties all have different services to provide therefore the review must take that into account

14. Regional services, services that are or should be regional, JPA provided services, especially if these cross county lines; Who looks at these and the relationship to other non regional agencies.
15. The cost of developing the information necessary for the service review is a major concern, particularly for small agencies. While service review is necessary, many small special districts can't afford the cost associated with the review.
16. Should avoid "reinventing the wheel". Should use existing processes that are already established, where possible, to gather and analyze the information needed to draw conclusions about service providers.
17. Need info on good source documents, measurement criteria for delay of government services (general plan, budget, CAFR, water master plan.) Avoid guidelines that trap a LAFCO into too costly a process. Also there is not information on whether LAFCO must accept report,
18. The amount of work outlined in the possible list for the OP&R guidelines could be overwhelming and unmanageable on a realistic level.
19. The statute needs to clarify the purpose of these studies. Are they primarily to develop spheres of influence or do they have a broader purpose?
20. Many LAFCOs cannot afford the cost for the review, even with the new funding of AB 2838
21. What if more than one LAFCO is involved?
22. Should services be studied by service, by region, or by agency (in the case where an agency provides more than one service)?
23. There seems to be some confusion as to whether these studies should include cities as well as special districts. Which type of agency should take precedence, i.e., are cities assumed to be more central to service?

Group 2

1. If it works...
2. It will be really important to be able to evaluate groups of single service providers that serve a single area.
3. The biggest concern is what happens when a LAFCO performs a review consistent with the statute (such as issuing the statements determining the various factors laid out in 1-9) but somehow does not (or allegedly does not) follow the guidelines.
4. It may be appropriate to clarify standards of evaluation for services that are provided by overlapping jurisdictions via joint powers agencies and/or joint exercise of power agreements.
5. The best approach would be to consolidate as many of the services under a single city government for cost effectiveness. LAFCO would need to determine those.
6. Adjacent service providers where one uses "enterprise zones" to create fair share fees and another uses a flat rate. Often results in substantially different rates for the same service to the same area. Little explanation given to residents.
7. The quest for efficiency should be pursued. In urban settings the county must be brought to the table as a civic participant. County representative/votes on the Commission. Should be tied to sound public policy decision-making.
8. Segregating administrative costs from specific costs would be important, and shouldn't be impossible

9. LAFCO could do a study to determine if a single city government could
10. Opportunities to create countywide JPAs to provide a service more efficiently than multiple small agencies.

Group 3

None entered.

Group 4

1. Countywide special districts.
2. Existing special districts with an existing 'zero' sphere.
3. Subsidiary districts.
4. All of us are experienced experts in the field. Be careful that we haven't provided a bias to preserve the status quo, albeit with new terms and analytical methods.
5. Citizen input. Where does the public hearing process come in. This isn't a process just between LAFCO and the agency niche vehr?
6. Citizen apathy.
7. There are areas for review that may not be quantifiable and therefore add a subjective element to the LAFCO review.
8. Jurisdiction with both public and private service providers for the same service.
9. As we move toward a more regional approach, watch out for major turf wars between LAFCO's and COGs. Come to think of it, maybe we should be considering combining, or at least reevaluating COG boundaries!
10. Land use planners and LAFCO Executives may look at things from different angles. Also, aren't LAFCO Commissions political entities, and thus have the potential to be rule breaking, loose cannons? How do you keep the Counties from continuing to control LAFCO.
11. This is a huge task for LAFCO, which does not have the resources to accomplish the task. The increased costs to especially small cities will be a burden.
12. What happens if it's LAFCO that's initiating the SOI change? Tulare County LAFCO has initiated a project to re-draw all the SOI's to fit the community's 20 yr growth area, but we're only 50 % done. The new requirement for service reviews will delay it
13. Allow city's to form their own service district within their SOI
14. We have 104 districts--should only do reviews for those that provide municipal services